DOCUMENT RESUME

ED 105 081 CE 003 311

AUTHOR	Castaldi, Basil
TITLE	The Expanded Role of Higher Education: A Comprehensive Plan for an Adult Education System.
PUB DATE	74
NOTE	144p.
EDRS PRICE	MF-$0.76 HC-$6.97 PLUS POSTAGE
DESCRIPTORS	Adult Basic Education; *Adult Education; Adult Learning; Adult Vocational Education; Educational Coordination; Educational Innovation; *Educational Needs; Educational Opportunities; *Educational Philosophy; *Educational Planning

ABSTRACT

There are many varied and urgent needs calling for the development of a comprehensive adult education system offering a wide diversity of educational programs for adults including, but not limited to, college-level work, providing new educational opportunities, and requiring new and effective instructional approaches. Underlying the system proposed here is the conviction that American adults, like children and young people, should have an opportunity for the maximum development of their talents and abilities, and that a wide variety of learning options should be provided to make this possible. An overview of the current status of adult education shows that it consists of a large number of disjointed, uncoordinated efforts, which can be subdivided into seven distinct functional components (graduate; baccalaureate degree; associate degree; advanced, intermediate, and primary basic; and occupational), plus special interest instruction for leisure time activities. The needed new system of adult education should be based on these seven elements, and should be a State function, centralized in administration but decentralized in operation, making the maximum use of existing staff and facilities rather than replacing the existing system, as illustrated by the proposed new system for Massachusetts. (SA)

JAN [illegible]

ED105081

THE EXPANDED ROLE OF HIGHER EDUCATION

A COMPREHENSIVE PLAN FOR AN ADULT EDUCATION SYSTEM

BASIL CASTALDI

CE 003 311

THE EXPANDED ROLE

OF

HIGHER EDUCATION

A Comprehensive Plan for
An Adult Education System

Prepared by:
Dr. Basil Castaldi
Dean of Academic Affairs
Bristol Community College
Fall River, Massachusetts

ACKNOWLEDGEMENTS

I wish to express my appreciation to President Hudnall, President Dwyer and the members of the Massachusetts Board of Regional Community Colleges for making it possible for me to conduct this study during a sabbatical leave of absence.

I am also indebted to Long Beach City College (Long Beach, California), Compton College (Compton, California), Peralta Colleges, (Oakland, California) and Portland Community College (Portlant, Oregon) for the valuable information that was generously made available to me regarding both the education of adults and disadvantaged persons.

I extend my thanks to Mrs. Martha Isherwood for the secretarial work associated with this project.

Dr. Basil Castaldi
1974

SYNOPTIC CONTENT

CHAPTER I

please turn to
pages 1-22

The Need for a Comprehensive Adult Education System

There is a need to reduce social tensions through adult education p 1-2
but a college education is not necessarily the answer. College is not for everyone, cultural and parental coercion to attend college tends to bolster social and psychological tensions. Thus, there is a compelling need for a wide diversity of educational programs for adults, including but not limited to college-level work.

There is an urgent need to provide new educational opportunities p 2-4
for over 21 million Americans who never completed high school, for one out of every 20 adults who never had the equivalent of primary elementary school education, and for the millions of Americans desiring occupational training.

There is a challenging need for new and effective instructional p 5-6
approaches for American adults. Traditional programs must be expanded and innovative curricula must yet be created.

Present practices in providing basic adult education are education- p 7
ally disappointing and economically inefficient. Even the greatest efforts in this regard where there has been a massive infusion of federal funds are considered only partially successful.

Needed: a coordinated system of adult education on a statewide basis. p 8

A closer look at the need for an Adult Education System. p 9-11

At least four personal needs should be satisfied by an Adult Education p 12-15
System.

The needs of the nation and the American culture must also be met. p 15-19

An adult education is needed because..... p 20-22

SYNOPTIC CONTENT

CHAPTER II

please turn to
pages 23-31

Philosophy and Assumptions Underlying the Proposed Adult Education System

The proposed Adult Education System reflects a number of sound philosophical considerations. These philosophical foundations are derived from a few self-evident assumptions and postulates. The resulting philosophy underlying the proposed Adult Education System provides that American adults should have an opportunity for the maximum development of their talents and abilities, similar to those available to the children and youth of this country. It also provides equal educational opportunities for all adults to achieve their personal objectives through a wide variety of learning options. p 23-25

The proposed Adult Education System suggests blending the best of the old with the promising of the new. Innovative approaches to adult education should be explored, developed, tested and exploited to their maximum potential. p 25-26

Seven fundamental principles form the basis of the proposed Adult Education System. They are concerned with the capacity limit for learning for any given individual, the selective nature of individual learning potential, the readiness of adults for learning, the ingredients for motivation for effective learning, the need to develop salable skills in the learning process, the necessity for blending the skills and learning needed by society with the interests and abilities of the individual and the deep desire among Americans for intellectual and material independence. p 26-31

SYNOPTIC CONTENT

CHAPTER III

please turn to
pages 32-53

Current Status of American Adult Education

p 32-33 Adult Education in America today consists of a large number of disjointed, uncoordinated efforts on the part of many institutions of learning. There is unnecessary competition for students and financial resources and a wasteful duplication of effort. In a sense, adult education is "nobody's business " which is becoming "everybody's business". Adult education is a sort of pot-pourri of learning experiences lacking appropriate state support, coordination and functional responsibility among the various institutions making valiant attempts to serve the educational needs of adults.

p 33-34 Adult Education can be subdivided into seven distinct functional components. These elements include Graduate Level Education, Baccalaureate Degree Level, Associate Degree Level, Advanced Basic Adult Education, Intermediate Basic Adult Education, Primary Basic Adult Education and Occupational Adult Education (vocational level).

p 35 There is also the need for special interest type of instruction for adults in leisure time activities.

p 36 Continuing Adult Education is not a different function of Adult Education but rather a basic function that emcompasses all of the seven basic functions of Adult Education listed above.

p 37 -43 Current practices in the conventional type of Graduate Studies, Baccalaureate work and Associate Degree programs are well structured and highly coordinated. Community colleges have been the boldest and most adventurous with respect to the introduction of promising innovations and the development of new programs to meet the current educational needs of college-bound students.

Remedial programs, by and large, have been educational disappointments in spite of the massive infusion of federal funds in such programs. Hope in the future for these programs requires a complete re-assessment of the economic and educational efficiency of these programs by high level educational officials leading to the creation of a well financed program of Action Research under the leadership of highly selected educators trained in Educational Research. A limited number of pilot, experimental programs are needed to develop the "know-how", curriculum, teaching techniques and motivational situations for this type of Adult Education Program. p 43-44

Intermediate Basic Adult Education does not clearly exist in today's approaches to adult education. To be sure, the function is not ignored. In all probability, it is absorbed by one of the other functions of adult education mentioned earlier. p 45

There are a few scattered programs in Primary Adult Education that are worthy of mention. The program that could well serve as an exemplar of a Primary Basic Adult Education Function is currently in operation in Long Beach, California. The program is well designed and quite effective. It could be far more productive if additional funds became available to the program. p 45-48

Occupational Education for adults is in a state of uncoordinated flux. There is competition for the same students in the same programs among different institutions within the same region. There is only a weak relationship between the skills needed by society and the number of persons trained for them. p 49

Continuing and Part-time Education is perhaps the weakest link in Adult Education from the standpoint of financial support, coordination and wasteful duplication of effort. p 50-53

SYNOPTIC CONTENT

CHAPTER IV

please turn to
pages 54-72

Concetual Features of an Adult Education System

Adult Education is needed by millions of people at all levels of learning ranging from Primary Basic Adult Education, the least well developed, to Graduate Studies, the best coordinated and organized element of Adult Education. p 54- 56

The seven basic elements of Adult Education comprise the Adult Education system of the future. Here is educational mobility between the job world and all of the seven components of Adult Education. p 56- 59

Adult Education, as defined in this study, logically and psychologically is more closely associated with higher education than public education which is primarily concerned with the teaching of children and youths. p 59

Adult Education is envisioned as a state function in the same manner as public school education for pupils in kindergarten through grade twelve. p 59 - 60

An Action Research Center should be an integral part of any Adult Education system. Much more needs to be known about how adults learn best and the techniques of instruction that are most effective in teaching adults. p 60 - 61

The Open University is a major function of Adult Education. There is an urgent need to provide non-traditional options for American adults to receive the equivalent of a college education. p 61 - 62

There is a great need to make more and more adult learning programs available to more and more adults at locations convenient to as many potential students as possible. p 62 - 63

The Adult Education system should be centralized in administration on a state-wide basis and decentralized in operation. The system should operate through a network of quasi-autonomous Regional Adult Education Centers. p [illegible]

Adults should have direct and cost-free access to a wide variety of educational services including testing, guidance, counseling, and job placement. p 65-66

A new system of Adult Education is almost indispensable if we are to protect the present academic standard of the two year and four year colleges and if we are to reduce student frustrations and the number of college "force outs". p 66-68

Occupational and Vocational training should receive a very high priority in the training and retraining of productive adults for the job world. p 68- 69

The Open University operates through each Regional Adult Education Center which represents the local arm of the state Open University program. p 69

The Adult Education system is designed to make the maximum use of existing staff and facilities on a cooperative basis among existing institutions, both public and private. The new system does not replace or change existing programs and facilities. It simply channels more students into them whenever such action is appropriate to the goals of the student. The new system is viewed as a positive and constructive organized force designed to maximize the value of Adult Education to the society which supports it. p 70- 72

SYNOPTIC CONTENT

CHAPTER V

A Proposed System of Adult Education For Massachusetts

please turn to pages
73-125

Learning is a highly personalized process. The attitude of the learner plays an important part in the quality and permanency of the learner. The merger of adult learning with higher education is educationally sound, psychologically imperative and motivationally desirable. p 73

The current status of adult education in Massachusetts differs little from that found in the rest of the United States. It possesses the same strengths and weaknesses. p 74-76

The expanded role of higher education in Massachusetts can be absorbed within the present structure and legal framework by defining adult education as all forms of education offered to those who are 19 years old or older regardless of the academic level of the instruction. p 76-77

The expanded role of higher education is designed to maintain the present primary functions of existing institutions of learning and increasing their participation in adult education. Cooperative action is the fundamental thrust of the Adult Education System. p 77-79

There is a need to introduce new meanings to old educational terms. In order to eliminate the present duplication of effort among various institutions in the same region, it is necessary to define or re-define an adult, Post-secondary Education, a College-level Program, Occupational Adult Education and Basic Adult Education p 79-80

Rekindling the pioneering spirit in education typical of of Massachusetts in the past. p 80-82

Due to the innovative nature of the Proposed Adult Education System progress should be made slowly at first and at a more accelerated rate later when more experience with the system is accumulated. It is suggested therefore that the Adult Education System be given its initial thrust under an interim commission and later be placed permanently under an appropriate Board of Governance. p 82-85

The system is centralized in administration and de-centralized in operation with a wide range of regional autonomy. p 85-86

The Adult Education System must be state-wide, independent and responsive to regional needs. There must also be a clear definition of student performance to insure that "college credit toward a degree" not be granted for work normally taught in the high schools or elementary schools. College standards must be preserved and strengthened while students must be assisted in preparing for college-level work without reserving college credit for graduation for such preparatory work. p 86-89

The ultimate administrative structure of Proposed Adult Education System for Massachusetts p 89-98

The Interim Governance and Administrative structure of the Proposed Adult Education System-Phase I. p 98-110

Phase II of the Development of the Adult Education System in Massachusetts. p 110-112

The timed development of the Adult Education System in Massachusetts is based on a realistic "time line". The actual growth of the system can follow a different rate of development without affecting the basic concept in any significant way. p 112-116

The budgetary implications are based on the suggested rate of development. Any change in the scope of the program or rate of growth will, of course, have a direct affect on the budget. p116-125

CHAPTER I

The Need for a Comprehensive Adult Education System

Introduction

The need to reduce tensions and improve self-image

The social upheavals during the late 1960's could well be construed as a blessing in disguise. They opened our eyes to the frustration and feeling of hopelessness among a significant proportion of American Society. Although the major emotional outburst occurred among the least advantaged minority groups, it is reasonable to assume that some of the same kind of frustrations exist among a large number of less vociferous groups who are equally disadvantaged but are not necessarily identified as minorities. It would seem proper, therefore, to look beneath the surface and see whether or not the American Education System can meet the challenge of reducing tensions and increasing the self-image for thousand of people who feel that they are hopelessly helpless.

Is college for everyone?

Coercion can generate guilt feelings

There is also a need to re-assess our values regarding education in America. The long accepted ideal that everyone should go to College in order to be successful should be carefully and objectively scrutinized. We, as parents, should really "think through" this question. Is a college degree best for my son or daughter? Is it best for our society? Is it best in the long range development of America? Perhaps, we must start with the interests, abilities and aspirations of our son or daughter. If we can accept our children as individuals with their own lives to live and grant them the wisdom of determining their future goals as they graduate from high school then, perhaps, we, parents, will not make them feel "guilty" if they choose some path other than a bachelor's degree. For many young people, the college degree is an appropriate goal, but for most

Americans there are a large number of other educational endeavors that may be suited to them as individuals and of greater importance to the needs of society. If this premise is valid, the role of higher education in the United States must be greatly expanded to satisfy the more diversified needs of both the adult population and our changing society. Higher education is destined to make an even greater impact on the society supporting it than it has in the past and to give renewed hope for a better future to thousands of people.

The need for diversification of educational opportunities

The unmet needs of adult education

A Statistical Profile of Adult Education

The current status of adult education in America is alarming but promising. The statistics presented below[1] are quite revealing as to the extent to which adults are presently educated in this country. In 1970, there were 109,899,000 persons over 25 years of age in the United States. Of this number, 6,039,000 adults or about 5.5% had less than a fifth grade education. There were 11,033,000 persons or 10% of people over 25 years of age who had not completed the eighth grade and 14,015,000 or 12.8% who had not entered high school. And, finally there were 21,286,000 persons or 19.4% who had not graduated from high school or its equivalent.

Over 5% of adults in America are scholastically below fifth grade

The Need for Basic Adult Education

What are the implications for higher education? The answer to this question depends on how we define higher education. If we confine "higher education" to college-level courses the above statistics do not concern higher education at all. On the other hand, if we re-define higher education as "educational programs for POST-SECONDARY AGE PERSONS", we automatically transform the present higher educational structure into "Adult Education System"

1. Source: Statistical Abstract of U.S. Bureau of Census. U.S.Dept. of Commerce, 1973 p.117-119

The need for adult education-grades one through four

The greater need for adult education-grades five through eight

The urgent need for adult education-high school level

Attempts-many, success few

Under this expanded concept, the above statistics are extremely significant. They clearly demonstrate that there is a need for Primary Adult Education (equivalent of grades one through four) for about one adult out of twenty. They show that we should be providing Intermediate Adult Education (equivalent of grades four through eight) for one adult out of ten, and, Advanced Adult Education (equivalent of grades nine through twelve) for one out of five adults in the United States. Obviously, not all persons included in the above statistics can profit from or will want additional education. The shocking truth of the matter is that at the present time, the opportunity for Basic, Intermediate, and Advanced Adult Education, as defined above, is almost non-existent in the United States. Many institutions are attempting to provide some form of Advanced Basic Education under the guise of "Developmental Education", "Remedial Education", "Pre-College Education", and other equivalent programs. According to Dr. Richard Wilson, of the A.A.C.J.C., however, these efforts leave much to be desired. Dr. Wilson summarizes the situation quite well when he states, "Unfortunately there are few success stories. Despite the best of intentions and, in some cases, large infusions of resources, the primary results are disappointing."

The dire need for adult education-occupational

The research conducted by the writer over a six month period together with observations at institutions purportedly in the advanced stages of development in these endeavors also bear out Dr. Wilson's conclusion. It is clear~~, therefore,~~ that there is an urgent need for new and imaginative approaches to the education of people of post-high school age in America advancing them from wherever they are educationally to wherever they can realistically reach. Thus, some form of adult education must be devised to provide both academic and occupational programs.

Introduction

Essential elements of the need for Adult Education System

The Nolfi Report[2] has made an excellent case for strengthening post-secondary education. The principles, objectives and priorities outlined in the report are worthy of serious consideration. At one point[3], the report states: "The Alternative Post-Secondary Education System should reflect these priorities of the public interest:

1) Consumer's point of view
2) Minimum diversity of options and designed to serve adult needs
3) Equal educational opportunity for all adults
4) State subsidies to students, not institutions
5) New mechanisms for counseling, guidance, access to information and assessment of proficiency
6) Maximum economy and best utilization of resources
7) Participation of core (two and four year degree granting institutions in public system and the large private institutions) and periphery (other institutions engaged in some form of post-secondary education...) institution.
8) Cooperative efforts among institutions take precedence over single institution responses
9) Competition among institutions is desirable provided it is along certain dimensions
10) Utilization of existing resources in core and periphery institutions should be maximized and new capital expenditure minimized".

From a purely idealistic point of view, it is difficult to argue against any of the criteria quoted above. Pragmatically, however, items (8) and (9) above are problematic and may be impossible to achieve in a

---

2. George J. Nolfi and Vallerie I. Nelson. Strengthening the Alternative Post-Secondary Education System, University Consultants, Inc. Cambridge, Mass.
3. Ibid: p. 1 and p.70

practical world. Although the Nolfi report does qualify the nature of permissible competition among institutions, it is highly improbable that cooperation can flourish in an atmosphere of competition. In spite of these observations, however, the Nolfi report has much to offer. It is indeed a well-conceived document containing a massive collection of valuable information related to many promising approaches in post-secondary education.

A Bold Approach to Adult Education

Continuing adult studies, the orphan of American education

As the Nolfi report and other research studies have repeatedly revealed, continuing and part-time post-secondary education has been treated somewhat as an orphan. It has life, but has no parents responsible for its care and nurture. Continuing and part-time post-secondary educations seems to gravitate toward any institution wishing to support it. Other forms of American education, however, are viewed quite differently. The responsibility for educating our children and youth from nursery school to the completion of grade twelve, is legally within the province of public education operated through a system of local school districts. It is also well established nationally that higher education is well designed to serve any individual who has recently completed high school or its equivalent and who wishes to pursue further studies toward the Associate or Bachelor's degree.

Traditional education is well organized

The evolution of American education

The present system of American education is the result of a logical and natural evolutionary process. Compulsory education was instituted in Massachusetts over 300 years ago so that people might be able to read the Bible under the"Satan Deluder Act". Later, the needs of an educated citizenry in a growing America forced state after state to pass laws requiring youth to remain in school until the age of sixteen. Our society, however, was not satisfied with minimum educational requirements. Thus, young people were encouraged by parents, employers and educational advisers to at least complete high school. And many of them did just that. Over that past half century, however, the demand for some form of post-secondary education for young adults on the part of many parents has been quite pronounced. Consequently, many locally governed and financed community colleges and a few state supported community college systems have emerged all over the United States. But the development of higher education did not stop there. As more and more people demanded post-secondary education, the state colleges and universities expanded rapidly to meet this demand for the conventional college degree program. Immediately following World War II, in response to the massive need for college education for veterans, many states reorganized and expanded their educational systems. The public education functions for the pre-college grades were left intact. The major changes occurred in the post-secondary levels of education where Boards of Higher Education were established throughout the country. These Boards had the primary responsibility of providing post-secondary education leading to the Associate and Bachelor's degree. Within this context, these Boards of Higher Education have served well. In fact, for thousands and thousands of Americans who graduated high school and were ready for college level work and who pursued their studies within a year or two after completing high school, the present system of higher education has been quite successful.

Accelerated rate of growth of community colleges

Expansion of traditional programs

The creation of separate Boards of Higher Education

There is, however, a large segment of the American population, over 20 million or about 25% of persons over 25 years of age, that has been almost completely overlooked in our present educational structure. The need was certainly recognized, but due to higher educational priorities, it was left to take care of itself. Fortunately, a few institutions of both higher and secondary level education rose to the occasion and made a serious attempt to provide some kind of education appropriate to the needs of these people. This effort has taken the form of

The present educational system overlooks millions of adults who want to learn

"Shoestring operations rose valiantly to the occasion

Everybody's business is nobody's business

continuing and part-time education on a make-shift, ill-supported, unsystematic basis. It is not surprising, therefore, that adult education for those not enrolled in a college degree program, represents a sort of "no man's land" which seems to belong to "everybody" (many educational institutions) but is the primary responsibility of nobody. Herein, lies the dilemma in American Adult Education. A new approach is needed.

A look at what we have

Present system only partially successful

Perhaps, it might be helpful to explore the education of adults from an entirely new vantage point. Let us start from where we are. Currently, overall structure of American Education is viewed generally as "lower" (up to high school graduation) and "higher " (post-secondary) education. Accordingly, we have two well conceived educational structures. One of them provides the necessary courses and programs leading to a diploma from either a high school or a vocational high school, while a second equally well designed educational system assumes the primary responsibility of providing post-secondary courses and programs leading to the Associate and Bachelor's degree. The basic assumption underlying this arrangement is that one system "picks up" a student where the other "left off". For thousand of cases this predetermined sequence of articulated educational development is most satisfactory. On the other hand, this dual system leaves certain questions unanswered. What happens to the individual who "dropped out" of the first system at a point where he cannot be "picked up" by the second? Who is responsible for the person who wants to be "picked up" but is not ready for it? Who serves the person who "dropped out" somewhere and cannot find an institution that can "pick him up" and move him toward where he wants to go?

Obviously, the present educational system does not provide a full spectrum of educational offerings consistent with the needs of America. In more specific terms, we must create a new and effective educational system that is capable of meeting the needs of ALL American adults. Rather than structuring education on the basis of "lower" and "higher" education according to some arbitrary level of academic performance, it might be more fruitful to restructure the entire learning system on a state-wide basis in accordance with the educational needs of people.

A new perspective

Under this concept, the present elementary and secondary school system would be assigned the primary responsibility for providing education to children and youth through age 18-19 (normal age for high school graduation) and the present higher education system would become, in effect an Adult Education System providing and/or coordinating all necessary courses, programs and learning experiences for people 19 years or older regardless of the academic level of the learning activity. This broadened responsibility would include Continuing Education, Primary, Intermediate, and Advanced Adult Education as well as the present programs leading toward the Associate and Bachelor's Degree. The crux of this proposal is to place the responsibility for ALL adult education solidly within the framework of a state Adult Education System. Before this concept forces the reader into a state of shock, it should be quickly noted that the proposal does not suggest that present facilities and staff serving adult education be scrapped and replaced by a new staff, new equipment, and new facilities. It does, however, place the responsibility for the funding, planning and coordinating of all adult education within the basic educational structure of the state. It is this major provision that is patently lacking today.

From Higher Education to Adult Education

Evolution-not revolution

Let us examine certain features of the suggested Adult Education System more closely. Under this concept, both the traditional and non-traditional approaches to higher education could co-exist in harmony

A closer look at Adult Education

and perhaps, even eliminated. The ability to provide Advanced Basic Adult Education under this concept, makes it possible to prepare students for college-level work. Consequently, the effectiveness and quality of our present "college courses" could be enriched and even improved. Also, by offering adults an opportunity for individualized academic upgrading at the pre-college level, such students will be spared of frustrations and possible failure which could otherwise be the case if they were to enroll in a course for which they lacked pre-requisite knowledge and skills. The present system is indeed cruel in this respect. Secondly, the natural temptation on the part of both faculty and administrators to "water down" performance levels in classes where a sizeable number of students are not ready for that level of work will be removed. As an added benefit, the student may select his method of achieving his goals from a wide variety of options, available under this concept. And finally, the proposed Adult Education System could easily provide any type of adult education compatible with the demands of American Society and the interests, abilities and aspirations of the students.

Better preparation for college work

Improved college programs

Fewer student frustrations

College standards maintained

Multi-optional approach to learning

A Unified Administrative Sub-System Within Higher Education

The Adult Education System under this concept is viewed as a quasi-autonomous administrative unit under the jurisdiction of the present system of higher education. To be sure, many adult programs are currently offered by local and regional public school districts. At the same time, four-year colleges, universities, community colleges throughout the country are also deeply engaged in continuing and part-time education. In many of these institutions, the student enrollment in continuing education is as high as the "day school" enrollment.

Training and educating adults as part of a sub-system within Higher Education

The Adult Education System which is proposed places the responsiblity for All adult education within current boards of higher education based upon function, psychological considerations and future developments in education. Let us expand on each of these premises. Functionally, the major educational thrust of the public school system is in the training and education of the children and youth of America. In almost all cases, public school responsibilities in the day division cease after high school graduation. In a few instances, local school districts still operate community colleges but this situation is vanishing rapidly as more and more states are divorcing community colleges from the public school system. California, for example, has already changed its statutes to effect this separation. On the other hand, the primary function of higher education is to train and educate adults. Even in situations where some of the instruction offered by higher education duplicates that of the public schools, many institutions of higher education will not admit students in their programs unless they are 19 years or older--post-secondary school age. In view of the foregoing discussion, it is abundantly clear that the public schools are primarily concerned with the education of children and youth, while higher education except for special advanced standing programs, deals entirely with adults whether they are in regular college programs or in continuing education. Thus, from the standpoint of function, the placement of adult education within the system of higher education is both fitting and proper. There is no functional reason why adult education should be placed under the jurisdiction of the public school system.

Public schools reserved for educating children and youth

Higher Education trains adults regardless of academic level

Adult Education inherently belongs to higher education

From a psychological point of view, the case for placing adult education under the Board of Higher Education is most compelling. Experience has demonstrated again and again that adults would, all other things being equal, prefer to take a course in college setting. Psychologically, elementary and high schools allude to children and youth respectively. In all probability, adults would feel somewhat more at ease on a campus planned for adults where teaching is done

Psychologically, adult education belongs to higher education from an adult point of view. Since learning is closely associated with attitude, it would be in the best interest of the student to place adult education under the Board of Higher Education.

Higher Education is in a state of readiness for Adult Education

Courses become a sequential series of self-contained learning inits

Diagnostic testing

The inclusion of adult education under higher education is also timely. Higher Education is on the threshold of exciting future developments. Non-traditional education is already well advanced in Europe and in many parts of the United States. Personalized instruction is clearly visible and well within the grasp of many institutions of higher education. Computer-managed instruction and computer random generated tests are developing rapidly. These innovations are indeed of great value to adult education. By placing adult education within the sphere of higher education, adult education would reap the benefits of this dynamic situation. Adult education itself is also in a state of flux. Indeed, the adult education of tomorrow will hardly resemble that which we know today. Courses, both long and short, will be replaced by a series of sequential learning experiences. Learning units will have an educational integrity of their own. The short courses, translated into performance objectives will be transformed into a mini-mini unit which can be joined with other units to form what is known today as a course, but tailored for the specific needs of a particular student. Examinations will be strictly and directly geared to performance objectives. In fact, each question will be designed to measure the level of performance achieved by the student on each and all of the performance criteria for each learning unit. The test of tomorrow will be creatively devised so that it can be used as a diagnostic tool both for the instructor as a teacher, and for the student, as a learner. The scope of adult education is becoming increasingly wider. There are already discernible trends in certain parts of the country, particularly on the West Coast, in the direction of basic, vocational and career education for adults.

Some of these programs are already being offered be a few. Adult education has much in common with higher education and falls well within the sphere of influence of higher education. Clearly then, the close affinity between adult and higher education is another reason why these two functions should logically merge into a single educational system.

The impact of personal, national and cultural demands on adult education

Adult Education: A Personal Need

An Adult Education System is needed to satisfy the basic economic, psychological, social and material needs of an individual. If the educational system can succeed in raising the level of personal achievement, it will make a significant contribution to both the individual and society. At least four personal demands that support the need for a well conceived Adult Education System. These basic personal aspirations are discussed briefly below:

1. Adult Education System is needed to provide a second or third chance for an individual to advance educationally.

The need for personal growth

There are millions of American adults who "passed up" their first opportunity to be trained for an occupation or to pursue work leading to a college degree. The reasons for losing their "first chance" are many and varied, real and fabricated, compelling or voluntary. Such reasons are really immaterial. What is of paramount importance, in this connection, is the human being who would like to "pick up" educationally where he left off and advance to where he now, as an adult, would like to be. Many community colleges are currently attempting to provide for this need. Based upon recent studies and visits to community colleges with adult programs, by the writer, these efforts are almost super human but the degree of success is at best still fragmentary. None of the institutions studied could provide any sound educational basis or performance criteria for making judgments

High effort with questionable results

as to their success or failure in a given program. The answers received by the writer from a number of dedicated persons in this endeavor were mostly intuitive and tended to reflect what they "would like to see happen" as a result of their efforts. No tangible evidence was offered or was available to support claims of either success or failure. Further research is direly needed in this area and should be included in an Adult Education System.

The need for innovative approaches to learning

The need for Action Research

An Adult Education System is urgently needed to provide innovative curricula, new programs, new methodologies and non-traditional approaches designed to bolster the efforts of students taking advantage of a second or even third chance to get an education. What is needed first, perhaps, in this endeavor is a bold thrust in Action Research under the auspices of an Adult Education System. A massive array of new knowledge must be assembled and validated, through research, if we are to achieve any success in assisting an individual to advance educationally from "where he is" to "where he wants to be". This essential human need can be met successfully only when adult education becomes an important element within the framework of American Education.

2. An Adult Education System is needed to up-grade an individual in his present job.

The need for personal job improvement

Countless numbers of individuals would welcome the opportunity to train for job advancements. Adult education is currently extremely weak in this regard. To be sure, an individual may take a number of "courses" that may be related to what the student needs to advance in his present job. In all probability, he will be forced to delve into areas of learning that are neither helpful to him nor in his field of interest, but are included because they happen to be "part of the course"

The need for "unitized learning"

It is in the achievement of the goal of upgrading that adult education will meet its greatest challenge. Learning experiences must be developed in many areas of personal interest. They should be "unitized" or broken down into small self-contained units of learning. Thus, a student, together with a counselor, may select a series of these units that best fit into his "job promotion" needs. Although it will require a team of pedagogical experts to develop such a series of unitized learning experiences, the task is actually not as difficult to accomplish as it might appear at first blush. In a statewide Adult Education System, where a central office could mass produce instructional materials, the financial and human resources needed for this project would be economically justifiable on a unit cost basis.

3. An Adult Education System is needed to provide an individual with greater job mobility.

In the job world, people often find themselves in their present occupations purely by chance. Many of them often say, "Well it's a living". Indeed it is, but does such a person feel that he would prefer a different job? To be sure, many may not even be aware of their job potential and may be convinced that they are doing as well as they can. There may be a number of adults, however, who would welcome a change from their present occupation to one more congruent with their interests and abilities, if the opportunity for preparing for such a position were readily available. To a small degree, there are continuing education programs that encourage and prepare adults for new occupations. Unfortunately, these programs are limited in diversity, "school centered" in emphasis and not always geared to the needs of the learner. In all fairness to current efforts on the part of many dedicated people, however, adult education programs are quite well developed for students interested in various types of business-oriented careers. When it is realized that adult education in most cases, does not occupy a strong position in the American educational structure, the accomplishments of continuing and part-time education in America has been remarkable. But in terms of adequately providing for adult education needs, our current efforts leave much to be desired. Not until this country is willing to make a full commitment to the development of an Adult Education System will it be possible to provide the kind of education that is consonant with the needs of the individual adult and, at the same time, consistent with the demands of society.

The blending of job with personal interests and abilities

4. An Adult Education System is needed for the self-fulfillment of the individual.

The need for a healthy self-image

It is well known that an adult often makes super-human personal sacrifices to obtain an education for economic self-improvement. It is not so obvious, however, that people may also wish to further their education for psychological reasons. In general, people, consciously or sub-consciously, like to feel the satisfaction of accomplishment in one way or another. This self-fulfillment may be self-centered, altruistic, materialistic, idealistic or intellectual. The form or purpose matters not. What is important, however, is that Adult Education System provide for this psychological need, through learning experiences, counseling, advisement and human understanding.

5. Adult Education: A National Problem

90% of the scientists born since recorded history are alive today

In 1963, the then United States Secretary of Commerce stated at a meeting of collge educators in Washington,D.C., "Ninety percent of all the scientists (of all types) born during the recorded history of the world are alive today." This revelation staggers the imagination. The implication of this statement for American education is so vast and so pervasive that it is almost beyond comprehension. The impact of this situation on education may be close at hand. We all know that several years ago, men and women of vision foresaw an energy shortage for the world, but no one listened. It finally happened. The shortage became a crisis. Let us avoid repeating the same experience in education. During the past few years, visionary educators, conscious of the kind of statement quoted above, have forewarned us of a "knowledge explosion", but apparently no one is listening. Educators, legislators, government officials and the public in general, have not responded to this warning in any substantial way. Need we wait for a "knowledge crisis" before we act positively in coping with this problem? We need not! If we recognize the "knowledge explosion" for what it is and for what it means for the workers of America, we can train and re-train people for new jobs as the old ones become obsolete. The proposed Adult Education System is ideally suited for this purpose.

The knowledge explosion

Another implication of the statement quoted above for educators is that Americans need to be exposed to much more of the knowledge that is being generated by the 90% of the scientists that the world has ever seen. For the public schools, it means that the level of sophistication within the academic disciplines has reached the point where specialization must, of necessity, be introduced much earlier in our educational sequence, perhaps in the fourth or fifth grade. Our high schools, in turn, must seriously consider introducing in the high school curriculum some of the knowledge that is currently reserved for the freshman and sophomore years of college. The public school curriculum is in serious need of drastic revisions if we are to avoid an education crisis.

Exposing students to larger quantities of knowledge

The problems confronting higher education due to the "knowledge explosion" are far more complex and penetrating than those facing the public schools. Higher education must assume a greater responsibility for educating and preparing adults for careers and professions. The "knowledge explosion" makes it almost impossible for the public schools to assume this burden in the future as they have valiantly

Adult education becomes more sophisticated

Needed: higher quality and broader based education

done in the past. If higher education is to stem the tide of an educational crisis in the not-too-distant future, positive action must be taken in adult education without undue delay. The need for this action becomes urgent when we see thousands of jobs for which people were trained vanish in the face of the rapidly changing American technology. The problem assumes alarming proportions when it is realized that the "knowledge explosion" has made the training of adults for new salable skills dependent upon a more sophisticated level of learning than was required for the tasks which they formerly performed. Indeed, automation builds a great deal of the knowledge into the design of the equipment and instruments, but it still requires a highly trained technician to keep this equipment operating. This point was well illustrated by an anecdote presented at a meeting of Vocational Education Teachers in Kankakee, Illinois. It seems that a landlord complained vehemently to an air-conditioning technician who corrected a defective piece of equipment in about 10 seconds, charging $15.00 for the service. After listening patiently to the landlord, the technician re-wrote the bill:

"Turning the screw"	$1.00
"Knowing which screw to turn"	14.00
Total	$15.00

Training in harmony with an adult abilities and interests

As a national problem, the need for a unified and effective Adult Education System stems from at least three fundamental sources. There is the need of the individual who must be educated in a salable skill or profession that is consistent with his own abilities, interests and aspirations and is also needed by society. The American economic system has become extremely inter-dependent on the productivity of individuals or groups of individuals. Consequently, adult education must provide the complete range of skills, knowledge and understandings required by society. For the American Society to survive, as we know it today, an Adult Education System must make it possible for all able persons to make a contribution to society to the maximum of his abilities and interests. And finally, adult education is needed to maintain the present economic vigor of the United States.

Training that makes a contribution to the needs of society

6. Adult Education: A Cultural Need

Training to maintain the economic vigor of the nation

It is common for the general public to view education as a purely individual benefit. There is far more to education than individual learning. While it may not be readily apparent, the greatest benefactors of education is not the individual but the society to which he belongs. The element that is often overlooked is that once an individual is educated he provides a lifetime of services to the society that supported his educational endeavors for a few years. Let us illustrate this point. Society will invest thousands of dollars in the education of a given individual who is interested in medical research. During the course of his life's work, this individual educated primarily with public funds, discovers a vaccine for polio or he finds a cure for cancer. Humanity, as a whole, benefits from this kind of contribution. There are millions and millions of situations in the United States where educated men and women are returning services to the community that represent many times the value of the public investment in their education. These people are all around us. It might be enlightening to simply look at our co-workers and friends and ask ourselves the question "what is he or she contributing to society directly or indirectly?" Obviously, not everyone supplies constructive service to the society, but that number is small. In a free society, such as ours, if the number of non-contributors exceeded the number of people supplying positive services, our culture, would rapidly break down and disintegrate.

Education benefits society

Adult education becomes vehicle for increasing the contribution of each individual to the needs of society

Adult education must soon assume a responsibilty never before undertaken by American education. The United States Department of

No present means of matching training to the needs of society

Labor has made valiant efforts in advising and warning the public of areas and occupations of labor excesses and deficiences. This national approach has been a dismal failure. Why are we training thousands of future teachers for non-existent jobs? Why do we have a shortage of veterinarians? Why do we not properly train and license automotive and electronic and other technicians? No individual or group is at fault for this state of affairs. The blame for this situation rests squarely upon government planners, both state and federal, and the lack of an educational vehicle to remedy the problem.

Training for conservation of natural resources

The importance of providing highly trained technicians in the United States cannot be over-emphasized. We are now moving rapidly toward a crisis in the availability of raw materials. Obviously, recycling is a long range solution to this particular problem. Adult education can substantially reduce the severity of the raw material shortage. How often have we seen servicemen repair automobiles and appliances by the "unit substitution method?" For example, the washing machine pump is leaking. After a careful inspection, the serviceman turns to the owner and says, "You need a new water pump". All that was needed was a new gasket, but the serviceman removes the old pump, charges the owner for a new one and disposes the old one perhaps in the junk pile. One could cite hundreds of examples where entire units were replaced when all that was needed was a "new spring" , a "new gear", "new contact point", etc.

Training for more efficient service

Adult education, when properly constituted, can fully train technicians and servicemen to do their work at a minimum cost to the owner and with the least waste of our natural resources. It can be hypothesized that the unnecessary aggregate amount paid by consumers for the repair and maintenance of items such as automobiles and applicances would compensate many times the cost of training and licensing these specialists. When this conceivable saving in cost is coupled with the conservation of raw materials, it becomes abundantly clear that an Adult Education System cam satisfy the needs of society as well as encouraging students to pursue learning in those careers where jobs are available provided such careers are of interest to the students concerned.

The need for an Adult Education System at a glance

The statistical evidence presented earlier, the impending "knowledge explosion" in the world and the dynamic technological developments in America and elsewhere underscore the need for a comprehensive Adult Education System in the United States. Such a system is needed:

1. Because, in one of the wealthiest countries of the world, about 10% of persons over 25 years old representing over 10 million adults are educationally disenfranchised. There is simply nowhere they can turn for further public education. To this need we should add tens of thousands of other adults between the ages of 19 and 25 belonging in the same category.

One-tenth of the American adults are educationally disenfranchised

2. Because over 20% of the American population have never completed high school or its equivalent.
3. Because approximately 6% or about six million Americans never completed the fifth grade of elementary school.
4. Because the manpower needs of the United States indicate that about 50% of the working force requires training, retraining, and upgrading in skills.

About one-half of the American adult population is in need of training or re-training

5. Because America is and always has been a land of opportunity. Every American is entitled to a second or third chance to develop his potential talents.
6. Because America needs better educated adults in business, industry, services, and government.
7. Because America can no longer afford to lavish waste or misuse its human resources.

America needs better trained workers with improved self-images to maintain a healthy American technology

8. Because every adult consciously or sub-consciously, desires some degree of self-fulfillment. Hardly anyone in this country wants to be a "nothing". Would the lack of an Adult Education System explain, in part, at least the rise in the crime rate the increase in Mental Health problems and the feeling of dissatisfaction among more and more people in the United States?

9. Because there is simply not enough time under the present elementary and secondary system for a person to learn all that he needs to know to succeed in an occupational endeavor during his adult life.

Technology demands well trained technicians

10. Because American Democracy as we know it today, cannot survive without an educated citizenry for good government. Neither can American Technology survive without a vast number of highly trained and re-trained production workers and thousands of adults trained as service technicians to keep the sophisticated products of American Technology in continuous operation.

Adult Education as an Economic Need

Adult education as an asset to national economic health

It can be shown that an Adult Education System can generate economic benefits to business, industry, and government. When it is realized that adult education encompasses the present post-secondary education in the form of colleges and universities as well as adult education in any other form, the impact that such a system can make on the American economy can be quite significant. At least three basic economic needs can be satisfied by the creation of an Adult Education System.

Adult Education as a Training Need

Adult Education System balances training programs with anticipated needs

The Adult Education System envisioned in this proposal is far more than a learning system. It is also an agency which develops long range plans for training people for the anticipated needs of business, industry, and government. Massive economic benefits can accrue to business and industry as well as for the employees of these enterprises if a system could be developed to train and re-train adults in anticipation of future job needs. The United States Department of Labor accumulates a large amount of statistical data that could be utilized by an Adult Education System in developing its long range plans of training adults for anticipated job requirements of the future.

Training that looks ahead

The people enrolled in such a planned training program would also have much to gain from long range educational planning features of an Adult Education System. First of all, the interests and abilities of the students would be matched with the requirements of the anticipated job openings. Every effort would be made to place "square pegs in square holes." Secondly, each student, upon successful completion of his training would, in all probability have a job opening available to him. Under our present system of so-called "free choice", our educational system often prepares people for non-existent jobs. There are two losers in such cases- the student graudate who finds himself without a job and the public that paid for the training but receives no benefit from it.

Matching students to jobs

Placement upon graduation

CHAPTER II

Philosophy and Assumptions Underlying the Proposed Adult Education System

Form follows philosophy

The nature and scope of any Adult Education System should reflect a well defined basic philosophy. In the preceding chapter, the need for some form of education for adults was clearly established. The actual form of any Adult Education System will depend largely upon the philosophy and goals associated with it.

The "givens" of adult education

Philosophy alone is not sufficient to fully specify the characteristics of an Adult Education System. It is simply too general to accomplish this purpose. On the other hand, the fundamental philosophy supplemented by a detailed set of basic assumptions provides the necessary information for developing an appropriate Adult Education System. The basic concepts underlying the proposed Adult Education System are presented in this chapter. These tenets are assumed to be self-evident in logic, humane in character, acceptable in pedagogy and realistic in content.

Human Related Foundations

Equal opportunities for all

1. Every adult should have an opportunity for the maximum development of his talents and abilities to the extent of his capabilities and ambition. The American Education System should make it possible for any adult to discover his strengths and weaknesses and to devise a strategy whereby he can accentuate his strengths and minimize his weaknesses. He should be given challenging opportunities for his growth and development on a continuing basis.

2. Every adult should be eligible for all available training programs.

regardless of sex, age, past academic performance and financial circumstances. Any Adult Education System should provide unrestricted access to learning experiences from which adults can profit. It is suggested that artificial barriers to the admission of students in appropriate learning experiences be eliminated. It is also urged, however, that realistic pre-requisites be strongly maintained. As mentioned in Chapter I, it is brutally cruel to admit a student into a course or program in which he is doomed to failure from the very beginning because he lacks the minimum knowledge and understandings required prior to registering for such a course. It is equally unfair to the student to encourage him to enroll in a program on the assumption that supplementary "remedial work" will somehow "pull him through" . It is far better for all concerned, and particularly for the student to offer him immediate access to experiences which he can realistically master (even though they may not carry "college credit for graduation") and prepare him well for entry in the more advanced elements of learning.

Education with many options.

3. Every adult should have as many options as possible available to him in the pursuit of realistic educational goals. An Adult Education System should provide as many options as possible for the development of human learning potential. The extent to which the learning potential of an individual is released depends entirely upon the efforts and aspirations of the person. The primary obligation, on the part of the Adult Education System, under this philosophical assumption, is to consciously devise a sequence of learning units that serve both as "building blocks" in the framework of a learning system and as a challenge to the individual to enroll in these "learning units" one at a time and in any order consistent with his personal goals and his readiness for such a "learning unit".

Comprehensive Student Advisement

4. Every adult is entitled to professional assistance and advice on all matters related to his educational development. An Adult Education System has a broader responsibility than most educational endeavors. The primary function of any educational enterprise is to deliver a wide variety of learning modules in the form of "learning units", courses, field experiences, programs and the like, But in addition, adult education requires that a comprehensive student service including counseling, testing, assessment of previous experiences, personalized program development be established at convenient locations, The advice dispensed under this sophisticated service utilizes the latest and most appropriate diagnostic tools and professional interpretations from a staff of qualified persons.

System Related Foundations

The Old and the New

The Adult Education System should retain the best of the old and introduce the most promising of the new. It is often extremely unwise to abolish a current educational practice, function or organization simply because it is old. It must be remembered that there must have been a great deal of "goodness" in the old to have persisted long enough to become "old". Unless the "goodness" of the new holds greater promise than the proven "goodness" of the old , the change from the old to the new, in such a situation should not be made at all or, at least it should be made slowly. On the other hand, it would be detrimental to the growth and development of any educational system to wait for every new concept to be proven beyond doubt before it is introduced into the system. There is a great need to be a little adventurous in the ever-changing field of education.

In the preceding paragraph, caution was suggested in abolishing the old on the basis of age alone. Modern educational thinking calls for an inquisitive and perceptive open mind regarding new educational approaches and innovations. An Adult Education System must constantly experiment, on a scientific basis, with any new and promising concept that can be devised by the human mind. The system should provide a well supported Action Research staff giving leadership, assistance and advice to the various innovative projects conducted at various educational centers within the system. The most important function of research staff is to continually assess the result of the Action Research Projects and to validate the conclusions and recommendations resulting from such studies wherever possible. All too often, thousands of dollars are spent in educational research with the quasi meaningless conclusion that "the teachers seem to like it" or "that students found it helpful". Such conclusions include the kind of "Pedaguese" which educators should avoid. In view of the foregoing discussion, it can be seen that an Adult Education System should preserve the "good" of the old but move boldly forward in embracing the promising of the new--through experimentation and the application of common sense.

General Principles Underlying the Proposed Adult Education System

The adult education concept envisioned in this proposal is predicated on a number of basic assumptions. Obviously, some of them are extentions of the philosophical foundations discussed in the preceding section. These assumptions are specifically focused upon the characteristics, needs, and aspirations of the student as a human being. Thus, in designing the proposed Adult Education System for state-wide adoption, it is assumed.

Capacity
limit for
learning

1. That each person, as an individual has a limited capacity for learning. Under this assumption, it is postulated that no one can teach a person more than he is inherently capable of learning.

Some educators labor under the myth that given a infinite period of time even the idiot can learn as much as the genius. In the real world of education, we know that this is simply not so. Consequently, it would be an unproductive use of private or public funds trying to educate some people beyond their learning potential. We must learn to accept the individual for what he is and not try to encourage him to attain unrealistic educational goals.

Ability to learn selective

2. That the ability to learn is often selective on the part of the individual. It is well known that only a very small percentage of the general population is capable of acquiring knowledge or mastering skills over the entire spectrum of learning. On the other hand, it is fairly well established that most people can master two or three related areas of learning quite well. Thus, an Adult Education System should be designed to permit a large number of student choices in both the content and the method of delivery of learning units.

Adult Readiness for learning

3. That adults, as learners, are as responsive to the Readiness Principle as children and youth. In today's confused state of adult education, there is little evidence to indicate that any conscious effort is being made to apply the Readiness Principle to adults. Neither did the writer perceive any emphasis on adult readiness in the literature or visits to institutions recognized for their advanced work in adult education. It is automatically assumed that because an adult wishes to enroll in a course or program, he is ready for it. Perhaps there is some confusion between motivation and readiness. To be sure, when a student registers for a course or program, he demonstrated some degree of motivation, but it does not necessarily follow that he is ready for it.

A well conceived Adult Education System must obviously be designed to educate adults with differing educational backgrounds. They are all in various stages of educational readiness. The educational characteristics of the group demonstrate the importance of the Readiness Principle. About 6% of them have never gone beyond the fourth grade and another 10% never entered grade eight, while an additional 13%, or so, barely completed grade eight. Although over 50% of American adults have gone to high school, 40% or about 2 persons out of 5, of this number, are not ready for college work because they dropped out of high school, at the end of their junior year. About one-third of all American adults recieve a high school diploma. Of this number, it is estimated that one out of every 5 high school graduates is not ready to engage in college-level work and perform at the level normally expected of college freshman. Thus, it becomes abundantly clear that any Adult Education System designed to meet the adult educational needs of America must be extremely sensitive to the Readiness Principle. It should include fool-proof safeguards whereby students will not be inadvertently assigned to learning tasks, for which they are not yet ready.

The wide diversity among adult learners

The limited studies made by the writer in this regard seem to indicate that about 50% of students enrolled in college sponsored programs for the educationally disadvantaged drop out before the end of the first year. Can it be that such students are not ready for the level of work that they are encouraged to undertake? Could this drop-out rate be substantially reduced if such drop-outs were advised to enroll in some form of Advanced, or Intermediate Basic Adult Education Program which carried no college transfer credit but which would fully prepare them for college credit work? Much more research needs to be done in this needed adult education endeavor before we know the answers to the above questions. Obviously, the expenditure of public funds is not justifiable in any program that educationally loses 65 of its students whether or not they are officially dropped

Readiness or drop-out

from the program. Research clearly demonstrated that the performance level of students given "compensatory education" dropped from "C" to "D", or one grade, upon entering the regular college program and only 35% of the students starting the compensatory program successfully completed a two-year college program.[3] This study reveals unequivocally that present approaches in the education of the disadvantaged are simply not satisfactory and suggests new research efforts devise new approaches to this type of adult education.

"Triggering adult motivation"

4. That, under certain conditions, an adult can become motivated to achieve his learning potential. Motivation, according to educational psychologists.[4]

> "Motivation is certainly not something the teacher turns on and off at will, nor can it be thought of solely as an internal push which "will out" regardless of circumstances. Rather, it is a process in which the learner's internal energies are directed toward various goals, objects in his environment".

The implications of this statement for an Adult Education System are quite challenging. While it is the student himself, who must release his internal energies for learning, the "triggering" of this release may be accelerated by external conditions. The Adult Education System therefore must provide the teacher, supplementary services and the environment for such motivation to occur. In this connection, it is necessary that the required external forces conducive to student motivation be deliberately built into the Adult Education System.

Education and the standards of living

5. That the interest, abilities, and aspiration of most adults can be developed into salable skills. The validity of this assumption is fundamental to publicly supported education. It is extremely difficult

3. John E. Roueche, et.al, Catching Up. Jossey Bass,San Francisco, 1973. p. 58

4. Blair,Jones and Simpson, Educational Psychology. New York: MacMillan Co., 1962 p.168

Education benefits both the individual and society

to justify the expenditure of public funds for the education of able-bodied adults unless it can be shown that such expenditures are beneficial both to the adult and the society which supports it. The impact of public education on the standard of living in the United States is impressive. If we compare the standard of living of the United States with that in other parts of the world where education has not been emphasized, we cannot fail to conclude that the American investment in education has returned a high dividend. This tremendous success was achieved through our present system of education, which has not yet taken full advantage of the educational potential of a significant proportion of the adult education

In justifying the expenditure of public funds for adult education, it is hypothesized that the talents and skills of most adults can be developed into salable skills. It is also conceivable that a given individual could contribute equally well in two or three careers where job opportunities are available. Consequently, the Adult Education System must make an unprecedented effort to encourage adults to transform their talents and abilities into salable skills, which in turn, contribute to the welfare of society.

The Society the student and his job

6. That there can be a "marriage" between the talents and abilities possessed by an individual and the occupational needs of society. This concept is neither startling nor surprising. In some European countries, the needs of society have determined the nature of instruction available to the members of that society. In some cases, government alone has identified the foreseeable occupational needs of the country and their government controlled educational establishment supplied the trained workers.

At the present time, our educational endeavors make little or no attempt to balance the number of trained people with the number needed for given occupations. As a result, we find ourselves, for example, with thousands of trained teachers without jobs, and machinists who are not prepared to work with the sophisticated and programmed lathes of today. Obviously, there is a demonstrated need for some sort of long range planning whereby educational institutions could assist in balancing the output of trained students in a given occupation with the number of available jobs in that type of work.

The idea of regimenting students to meet the occupational needs of the future is neither suggested nor desired. It is frankly repulsive to Americans. A more acceptable approach might be one that operates on the basis of encouragement and common sense. The success of this approach rests almost entirely upon the assumption that the Adult Education System can effect a "marriage" between the interests and abilities of the students with the anticipated occupational needs of society.

American Individuality

7. That American adults, for the most part, wish to be independent, intellectually, and materially and to become worthy members of society. Under this assumption, the Adult Education System must provide the kind of learning experiences that promotes independent and individualized thinking. The System must also insure that adults can earn a comfortable living and enjoy some degree of satisfaction in their chosen careers.

CHAPTER III

Current Status of American Adult Education

Adult Education "Nobody's Business"

Adult Education today is in a state of almost confusion by default. As indicated in Chapter 1, there seems to be no discernible coordinated plan for its future growth and development. The sharing of responsibility for planning and financing of adult education among the several institutions is rather loosely defined. In recent years, it has been changing from "nobody's business" to "everyone's business". As a result, more and more educational institutions have expanded their services to include some form of adult education. This situation is reaching alarming proportions. The competition for students in adult education between public and private institutions is driving some private institutions out of business. The multitude of overlapping functions among the several public institutions is most distressing.

Unnecessary Competition and Wasteful Duplication

Public officials are seeing before their eyes a wasteful duplication in facilities, programs, staff, and instructional materials. When this waste of public funds is coupled with the destructive effects of the intense competition among educational institutions for funds, students and staff, the seriousness of the present state of affairs in adult education becomes self-evident. On the contrary, there is indeed a reason for optimism in the successful resolution of the present situation. The time in now propitious for the coordination, strengthening and advancement of adult education in America.

Functional Analysis of Adult Education

Adult education is so broad, complex and far-reaching that it defies a simple description. On the other hand, if the subject can be sub-divided into its component parts, the narrative might be less confusing. Adult education could be described in terms of the type of adult services currently offered by public schools, community colleges, four-year colleges and universities, private schools and proprietary institutions. Such a delineation of function, however, would not fully disclose the excessive amount of overlapping and duplication of function among the various types of institutions. A more fruitful approach in this regard, might be to examine adult education in terms of its functional characteristics. There is a decided advantage in viewing adult education as the aggregate of its functional components. The weaknesses of the present Adult Education System would become readily apparent. Strengthening could then be focused on each component function and priorities could be assigned in the event that it was not economically feasible to improve the entire spectrum of adult education to the same degree. Also, in attempting to produce order out of chaos in the present adult education services, the separation of adult education into separate functions would facilitate the proper placement of each function within the framework of an Adult Education System.

Function vs type of adult education

A Functional Analysis of Adult Education

Seven Elements of Adult Education

In developing this summary of functions normally associated with adult education, attention is focused on the entire range of adult learning needs. The list will contain functions now included under "higher education" as well as those performed by other educational institutions or agencies. The functions are listed in a sequential progression roughly in order of academic level, from graduate work to basic education. Special interest courses are arbitrarily placed at the end of the list.

I. Higher Adult Education

1. Graduate level. The most advanced level of academic pursuit for American adults is in the form of graduate work. This type of

adult education leading to the Master's and/or Doctor's Degree, is normally offered by universities or their equivalents, such as Massachusetts Institute of Technology.

II.
Baccalaureate
College
Studies

2. Baccalaureate Degree level. Academic endeavors leading to the Bachelor's Degree represent another important function of adult education. Such programs are normally available in the United States in four-year colleges and all of the universities, except those few which restrict their offerings to studies beyond the Bachelor's Degree.

III.
Associate
Degree-
Two Year
College

3. Associate Degree level. Another distinct form of adult education is a system of learning that leads to the Associate Degree after normally completing two years of study. In general, this level of academic pursuit is offered in community or junior colleges. In some instances, this level of academic proficiency can be attained by attending a vocational school which offers the degree in cooperation with a community college or in the lower division of some four year colleges.

Basic Adult
Education-
three levels

IV.
Advanced
Adult
Education

1. Advanced Basic Adult Education. Advanced Basic Adult Education, for the purpose of this presentation, includes the knowledge and skills normally acquired in grades nine through twelve in high school. This function of adult education is designed to provide a sound academic foundation for students who wish to pursue college level adult education. Further details related to this aspect of adult education are presented in the later part of this chapter. Advanced Basic Adult Education programs now in operation are commonly referred to as "Educational Opportunity Programs." "Pre-College Programs", "Guided Studies", "Basic Studies" and "Advanced Studies". These are obviously various forms of emphemisms for, "Courses or programs designed for students who are not yet academically ready for normal "college level" work."

The educational deficiencies and weaknesses of these programs are discussed in Chapter 4.

V.
Intermediate
Adult
Education

2. Intermediate Adult Education. This function of adult education is focused primarily on the knowledge and skills normally covered in grades five through eight. Neither the literature nor visits to various schools revealed the existence of this adult education function as defined above. Obviously, educational programs for adults covering this range of learning are being offered in scattered parts of the country. Undoubtedly, much of this learning would be included in bi-lingual programs for adults.

This level of adult education seems to be concealed in the present maze of disorganized adult education. It is simply blended into the learning process to a limited degree. Some community colleges are undoubtedly concerned with this segment of learning. However,not even at schools with a long history of well-established adult programs, such as Long Beach City College and the Peralta Colleges in Oakland, California was there sufficient financial support to fulfill this function properly.

VI.
Primary
Adult
Education

3. Primary Adult Education. This function consists of learning experiences normally covered in grades one through four, inclusive, in elementary school. This segment of adult education covers elementary forms of reading, writing, figuring and conversing. Beyond any doubt, one of the most advanced and effective Primary Adult Education programs exists on the Business Technology Campus of Long Beach City College California. This program is so well developed that it will be described in some detail in the latter part of this chapter.

Special Adult Education

VII.
Occupational
Adult
Education

1. Occupational Adult Education. The national need for training adults for vocational and industrial skills is so urgent that the

United States Department of Labor was forced to assume a responsibility that clearly belongs to educational institutions simply because the present American educational system was not prepared for it. This function has been long ignored and is most needed in a society, such as ours, where massive scientific developments cause business methods and technology to change so rapidly that the required manpower skills are constantly in a state of flux.

Special Interest Adult Education

2. Special Interest Adult Education. Although this function of adult education is not basic to the American economy, it is nevertheless essential for the mental health and psychological needs of many adults. One of the seven Cardinal Principles of Education developed by the Commission on Reorganization of Secondary Schools in 1918, over a half-century ago, was "Worthy Use of Leisure Time". Franklin Babbit[5] in 1924 also stressed the need for "Leisure Occupations". Leisure time is becoming an integral part of American life. Automation and technology has been advancing at an accelerated rate. Recognizing that leisure time is a concomitant of a well developed technology, the need for special interest education today is greater than it has ever been before.

Continuing Adult Education

3. Continuing Adult Education. This element of adult education, strictly speaking is not a different function but a basic educational service that embodies all of the seven educational functions listed in the preceding paragraphs. As will be discussed later, continuing and part-time adult education has been the most neglected,the least well-supported and the least well-defined aspects of adult education in the United States. Herein lies one of the major weaknesses in the American Adult Education Services.

---

[5] Franklin Babbitt, How To Make A curriculum. Cambridge, Mass. Riverside Press, 1924 pp 8-31.

Current Practices in Adult Education

Adult Education "Hit or Miss"

As mentioned earlier, adult education today is in a state of disorganized flux. Many of the functions of adult education listed in the preceding section are being accomplished exceedingly well, some are being done on a sort of "hit or miss" basis and a few are almost entirely ignored. There is also a great deal of variation in the extent to which some of these functions are being achieved among similar type institutions or educational systems. And finally, there is considerable overlapping and duplication of functions among the various institutions, educational agencies and school systems. This situation, therefore, increases the difficulty in summarizing some of the major practices in adult education. At the risk of repeating names and types of institutions, it might be more helpful to present a compendium of practices function by function. Obviously, the adult education actitivies of the various agencies, systems, and institutions will not fall neatly into the functional package listed in this presentation. It is hoped, however, that a functional analysis of the present status of adult education can serve as a base for further study and development.

Graduate Studies

Current Practices in Graduate Level Education. This function of adult education is carried on by the various universities and equivalent institutions. The function is well defined and the practices, for the most part, are quite traditional in character. The lecture and seminar approaches are used widely and research is, indeed, a major emphasis at this level. Some graduate schools, however, are beginning to place a somewhat greater emphasis on training its graduates to teach, particularly at the master's level. The degree of "Master of Arts in the Teaching of ____" is fairly widespread and a few of the "lighthouse" universities are beginning to offer the "Doctor of Arts in the Teaching of ______". These degrees, of course, are in addition to those normally offered at various colleges and universities.

College Studies Four Years

Current Practice in College Level Education. American Colleges and Undergraduate Divisions of Universities are providing high level programs leading to the Bachelor's Degree. These programs are also well defined and almost exclusively reserved for college and universities.

The current instructional practices in many colleges throughout the country are being reassessed. Innovations are being introduced in many aspects of college education. The method of instruction is gradually breaking away from the "lecture method" and gravitating toward a more personalized type of instruction, such as the "contract method", "negotiated instruction" and "shared instruction". Credit toward graduation is also being somewhat liberalized. Many colleges in the United States will allow a limited number of semester hours of credit by examination or for appropriate life experience.

A few colleges and a number of state systems of higher education are exploring the possible adoption of some form of college education without necessarily having to spend time in residence on a given college campus. A few examples of institutions offering some type of non-traditional college programs are mentioned below. New York State has a Regents External Degree Program and Empire State College, Illinois instituted a Board of Governor's Degree Program. Non-traditional programs leading to the Bachelor's Degree are also offered at Minnesota Metropolitan State College, the University of Wisconsin at Green Bay, Evergreen State College in Washington and the University of Massachusetts in the University Without Walls Program. There are also groups of colleges, such as the 23 institutions in the Los Angeles area, that are embarking on a collaborative effort to provide a non-traditional college program via television.

College
studies
two years

Current Practices in the Associate Degree Level. The Community and Junior Colleges of America have every reason to be proud of their accomplishments during the past quarter centry. The chief ingredients for this magnificient progress have been a pinch of innovation, a bushel of open-mindedness and a barrel of courage. To be sure this experimental attitude has produced a few failures, but the number of successes ranging from open admissions to realistic grading and innovative teaching is quite impressive. Most important of all, the community and junior colleges have resoundingly "democratized education". There are no favored groups in such institutions whether they are administrators, students, clerks, faculty or custodians. Although generalizations are often dangerous, a visitor would almost always find the atmosphere within a community college informal, friendly and stimulating. Students often report that in a community or junior college the instructors are interested in them as people. The writer recently visited four large community colleges on the West Coast and found the atmosphere as delightful as that which he observed in community colleges on the East Coast.

Educational
Democracy

Emphasis on
teaching
and service

Institutions of higher education are normally concerned about three basic functions-- research, teaching and service. The community colleges make no secret of their lack of emphasis on research. They do, however, pride themselves on the other two functions. Teaching has already been mentioned. Community colleges also have a deep commitment to community services. They readily respond to a large variety of requests, such as, short courses, long ones, public forums, cultural functions, and technical assistance. Community services may include special instruction for people who wish to prepare for the General Educational Development Test (GED) in order to receive a High School Equivalency Certificate.

And finally, community colleges offer a large number of programs and courses for adults. They include quality courses similar to those found in the first two years of a four year college. In addition they offer a sophisticated two year program that prepares students for middle management positions in business, industry, and public services upon graduation.

Para-professional careers

In some parts of the United States, community colleges also respond to many educational needs of the community regardless of the so-called "academic level" of the course. Philosophically, community colleges do not subscribe to "academic snobbishness". Long Beach City College for example, offers many unusual courses, such as those listed below:

Barber Science
Creative Cooking
Carpentry
Hotel Cook
Baker and Pastryman
Meat Cutter
Electrial Equipment Repair
Industrial Sewing
Ornamental Horticulture
Auto Mechanics

Diesel Mechanic
Small Engine Repair
Refrigeration
Sheet Metal
Marine Electronics
Welding
Lip Reading
Cashiering and Checking
Barber Stylist
Upholstery

Credit-Transfer and "in House"

Do the students receive transfer college credit from these courses? They do not. Students are made aware of this when they register for the courses. Do they receive any credit for them? They do only toward the particular degree offered by the community college. The college does not recommend courses such as those listed above for transfer credit at four year colleges. Student transcripts clearly indicate the non-transfer classification of the course. The community college is honest with both the student and the senior college. The student is not led to believe that he is doing "college level" work when he is not and the receiving institution is warned that a given course taken by the student is not considered transferable to a four year institution.

Range of emphasis in two year colleges

There is also a noticeable difference in the nature of the offerings between many of the community colleges on the East Coast and those of the West Coast. Colleges on the East Coast have more of a tendency to concentrate on courses more closely identified with the first two years of a four year college while those on the West Coast seem to offer courses to meet adult needs regardless of "academic level". It is not surprising, for example, to find community colleges in California Oregon and Washington offering courses equivalent to second grade elementary school level, vocational school courses, high school programs and also a few hybrid programs, such as Barber Science. Compton College (California) for example, offers instruction in Asbestos Insulation, and Airflight attendants. Peralta Colleges in Oakland include courses in Cosmetology, Drycleaning, Baking, Commercial Food Service,Cinematography, Basketball Officiating, Processing and Fabrication of Plastics and Shoe Rebuilding. And Portland Community College makes available to students such courses as Jewelry and Metal Smithing, Automotive Repair, Commercial Food Preparation, Food Presentation Techniques, Landscaping Services and Radio/TV Broadcasting. These are outstanding examples of adult education at their best. Are these adult education institutions "watering down" their programs? Indeed, they are not. All of the institutions, and Portland Community College in particular, go to great lengths to tell the students that such courses DO NOT and ARE NOT intended to carry COLLEGE TRANSFER CREDIT. This basic policy and practice is made perfectly clear to the student, to the public and all senior colleges where these students may apply for admission.

No "watering down" of standards

As mentioned earlier in connection with Long Beach City College, courses of this type do carry "load credit" and can be applied toward certificate and diploma programs. Also, under certain clearly defined conditions, some of these courses can be applied toward the degree offered by the college, but, as mentioned earlier, they do not carry college transfer credit nor does the college recommend these courses for transfer credit to a senior institution. When it is realized that Long Beach City College, for example, has been in the "adult education business" for over a half century, it becomes obvious that we can all profit from their experiences. By this time, they have undoubtedly identified and solved many of the academic problems that are likely to occur in the development of programs, designed for adults. The West Coast institutions visited by the writer possess many elements that should be included in the development of any Adult Education System.

Quality Programs

Special Remedial Education

Current Practices in Advanced Basic Education. As defined in this presentation, Advanced Basic Education is equivalent to the knowledge and skills normally learned by pupils in grades nine through twelve. There are currently hundreds of institutions which are engaged in some form of activity under this category. The programs for the educationally disadvantaged are an excellent example. For years, community colleges have been confronted with the heart-breaking problems of helping "under educated" people to succeed in college. The Open Door Policy has attracted many students to community colleges who are simply not ready for college work. Many of them are high school graduates who just barely "passed" most of their courses and who probably rank close to the bottom of their high school graduating class. Some of the students needing help did not even graduate from high school but dropped out during their junior year or senior year. Just what can be done with

Compensatory Education

the student who, for example, is not ready for a college course in Freshman English, in Freshman Mathematics, or in beginning Science? For the student who cannot read? For the one who cannot communicate well? For the one who is not motivated? For the one who wants to but cannot study effectively? For the one who says "he can't remember anything he learned in school?" For the one who is psychologically disturbed? For the one who lacks a healthy self-image? For the one who shrugs his shoulders and says, "I don't know what I like, what I want to do for a living or whether or not I belong in school?" For the student who ranked bottom of his graduating class? For the student who dropped out of high school because he was "failing in most of his courses?" For the student with a short attention span? For the one who feels rejected by society? For the student who is overly aggressive? And for the one who does not adhere to the values of the dominant culture?

Complex nature of remediation

The above list of questions is by no means complete, many more could be added. If the problem seems almost impossible to resolve, it is. If it appears a little confusing, it is. If it is challenging, it certainly is. In fact, hundreds of community colleges throughout the United States are committing substantial resources both human and material to deal with the educationally disadvantaged student and with those who lack adequate preparation for college work. Unfortunately, the results are not very optimistic. The writer studied over 25 recent publications on various aspects related to the education of the disadvantaged and visited at least three community colleges that were recommended as centers deeply engaged in the education of disadvantaged students. An intensive analysis of eight reports of recently completed research projects and one publication on remedial education leads to a number of observations. At times, it seems

Disappointing results

as if everyone is talking about remedial education or related practices and indeed, many people all over the United States are trying different approaches. Unfortunately, there are a few, if any, success stories. At least, none was reported to the writer from three national information centers familiar with this type of activity. The literature seems to repeatedly indicate that such programs are not successful because of:

a. irrelevant content
b. weak incentives for learning
c. non-existent or unclear goals and objectives

Elusive and non-existent performance criteria

In his well documented study of Remedial Education Roueche[6] says:

"1) There is a pronounced lack of research on the effectiveness of remediation efforts in community colleges in terms of assessing academic performance, persistence and attitudes.
2) Even with the dearth of research the evidence indicates that remedial courses and programs in two year colleges, and in all of higher education, for that matter, have largely been ineffective in remedying student deficiencies.
3) There is an increasing number of critics of the open-door college and its implied promise to provide successful learning experiences for all its students."

These observations by Roueche were confirmed by the writer during his visits to the institutions offering intensive programs in remedial education. The facts uncovered during this study point to one inevitable conclusion. Despite the best of intentions and, in some cases, large infusions of resources, the primary results are disappointments.

Hope through research

The picture is indeed gloomy but not quite hopeless. Obviously, we need to stop wasting further funds in this fruitless endeavor. We must

[6] John E. Roueche and R. Wade. Catching Up. Remedial Education. San Francisco: Jossey Bass 1973 p.7

start all over again with a clean slate, a new philosophy and a more realistic pedagogical concept. After completing a concentrated study of the research findings and making first-hand observations of the practices in this matter, the writer was forced to ask himself the obvious question that was always taken for granted. "How can an Open-Door College be everything to everyone?" Indeed, it cannot because all human beings cannot achieve the same levels of intellectual development. On the other hand, if our goals change from Open-Door College to Open-Door Education, within an Adult Education System, we can hopefully provide a wide variety of learning opportunities for advancement in line with the intellectual potential of the individual.

A new
twist:
Open-Door
Education

Intermediate
Basic Adult
Education-
a rare
finding

Current Practices in Intermediate Basic Adult Education. This adult education function refers to the level of learning normally included in grades five through eight in elementary school. Perhaps, due to the manner in which this educational function is defined, there was no practice specifically related to it. Neither the research nor the readings shed much light on this segment of adult learning.

Conceivably, certain elements of Intermediate Basic Adult Education are covered, to some extent, by current efforts in remedial education which was discussed in the preceding section and by the advanced units of Basic Adult Education. It can be hypothesized, however, that there are wide gaps between current programs called Basic Adult Education and those offered to students preparing for "college-level" work. The continuity in the spectrum of learning ranging from the equivalent of grade one to level of grade twelve is obviously quite weak at the intermediate level. It should also be pointed out that about 10% of the adults in the United States have not mastered nor acquired the knowledge skills, included under the Intermediate Basic Adult Education.

Current Practices in Primary Basic Adult Education. In current

The Three R's for adults

practice the term Primary Basic Adult Education has different meanings to different people. In some instances, it simply refers to basic instruction in reading, writing and arithmetic. In many community colleges, it takes the form of remedial education for pre-college students. In programs for adults, conducted by local school districts, it resembles the content covered in elementary schools. And, at the Denver Skill Center basic education includes whatever the student needs regardless of academic levels. For the purpose of this writing, however, Primary Basic Adult Education is defined quite specifically. It includes all of the learnings and skills normally acquired in grades one through four, inclusive. This span of learning is equivalent to that covered in primary school.

Primary Basic Adult Education many good beginnings

Unlike Intermediate Basic Adult Education Programs, Primary Basic Adult Education Programs are found in all parts of the United States in one form or another. Furthermore, they are not confined to any one type of institution or system. Public school systems provide a large number of Primary Basic Adult Education Programs, usually through their adult education programs located in high school facilities. Community colleges and four-year colleges also participate in this type of education. Some of them are quite innovative, such as the Open Learning Adult Center in Boston. Several excellent Primary Basic Adult Education Programs on the West Coast were visited by the writer upon the recommendation of the of the Clearing House for Junior Colleges at the University of California at Los Angeles or at the suggestion of the United States Office of Education. These institutions included Long Beach City Colleges, Compton College, Peralta College, (Oakland) and Portland Community College (Oregon).

The promising Long Beach Program

The Primary Basic Adult Education Program at Long Beach City College is perhaps one of the most effective and well developed in the country.

It was indeed the most outstanding program that came to the attention of the writer during this study. It is not just an adult education program. It is a unique "system of learning". The present program is the product of years of experimentation and development. The techniques are creative, educationally sound and outstandingly effective.

Tailored Program

The program is developed beyond the stage of individualization. It can be said that it has now reached the point of complete personalization. The director of the program described it as "a program that is tailored for each person", and it really is, from initial interview to final learning task of the basic learning activity.

The Pre-test

The Long Beach City College Program is so well developed that it might be helpful to describe its salient features. A rather ingenious initial test is given to the student in an informal setting. The student is simply requested to go down the alphabet and write three words beginning with each letter. This test serves as a basis for the first interview with the student. This simple test shows the student's vocabulary level, his ability to spell, his areas of interest and the non-standard English expressions used within certain sub-cultures.

The Interview

During the initial interview, the student's objectives are established and the approximate levels of achievement needed for him to reach these goals are determined. The student is then prepared in an informal non-threatening way for certain locally produced measurement tests which provide the instructor with information regarding the student's present level of achievement. Upon the completion of the testing, the student and the instructor plan together which materials and time schedules are best suited to take the student from where he is to where he wants to go. A teacher aide then shows the student how to utilize the materials and how the student records his progress.

Placement Test

Personalized student progress

The student works with self- instructional materials completely on his own and at his own pace. When a student has completed his immediate objective, he reports to the teacher for re-assignment. The student does not automatically move to the next unit upon reaching a given plateau. The teacher reviews his test results, examines how fast he moved through the work unit and how well he has grasped the main concepts. He may need some strengthening. If so, he is assigned to a different form of the same work. If not, he moves to the next unit. And finally, the student is told realistically how much time he needs to spend in the laboratory to reach the new agreed upon goal.

The importance of record-keeping

The Director and head teacher stressed again and again that treating the student as a unique human being and good record-keeping contribute to the success in this program. Student progress is used diagnostically in advising the student. The record forms are simple but complete. Each student has a folder with his records in it. This file is always accessible to the student who is constantly aware of his progress. It also contains information that can be used effectively during student-teacher conferences. Students are encouraged to work in the laboratory rather than at home where they may have distractions.

Quality and economy

This system is economically efficient. The average load per hour per teacher is 25 students. Obviously, students come in and out. At present the professional teaching staff consists of a full-time teacher and two part-time certificated persons. The Assistant Director recommended that elementary school teachers be recruited for this type program. The teacher aides are para-professionals and work on an hourly basis. Thus, the total financial load, for all personnel is equivalent to a normal load of 25 students per professional teacher per hour. The cost is being kept surprisingly low for the high quality level of the limited personalized service available for the student. This program has reached the point of increasing returns where one dollar of additional support would pay for several dollars worth of additional service.

Adult occupational training

Present Practices in Adult Career Programs . Certain aspects of this function have already been described under the Associate Degree Level. The community colleges visited by the writer are already offering a comprehensive array of pre-college level Adult Career Programs. It should be quickly added, however, that community colleges are not the only institutions offering these programs. There are also proprietary institutions, private colleges and institutes as well as public school districts that offer these pre-college level(defined in Chapter 5) occupational programs such as those in automobile repair, machinist, airline flight attendants, food preparation, clothing construction, upholstery, carpentry, refrigeration, seamanship, sheet metal work, welding, aircraft maintenance, cosmetology, drafting, appliance repair service, garment manufacturing, landscaping, mechanical maintenance, marine maintenance and scores of other similar occupations.

Undesirable competition and unncessary duplication

There is obviously such a great need for providing adult occupational programs, that, in the absence of an Adult Education System, many institutions have become involved in thes programs on a "hit or miss" basis. As a result, there is a great deal of duplication and competition for students among various types of institutions. And where these duplications exist among various types of public institutions such as in community colleges and vocational schools there is a an unnecessary and unjustifiable waste of public funds. Career college level adult programs are universally recognized as being within the purvue of the community colleges. Unfortunately political expediency seems to prevail over sound economy in many instances.

The step-child of adult education

Current Practices in Continuing and Part-time Education. Continuing and part-time education is a major aspect of adult education. It is, by far, the least supported and the most disorganized effort in American education. In some cases, the duplication of effort among institutions is unnecessarily competitive and notoriously wasteful of limited educational funds. At the present time, continuing and part-time education is generally conducted in the evening, during weekends, and in the late afternoon. For the purpose of this discussion, continuing education and part-time education are synonomous. For budgetary reasons, however, it is sometimes necessary to differentiate between part-time education and continuing education. In these cases, part-time education includes students enrolled in the regular college programs for less than a full load. Continuing education includes all the other part-time students. This definition is indispensible in those states where part-time students are funded by the state and continuing education is not. In these instances, the tuition for students enrolled in continuing education may be three or four times as high as students in the regular courses. In order to avoid this inequitable and unfair dual standard some states have adopted a promising funding formula based upon full-time student equivalent regardless of whether a student is enrolled in a full-time day program, part-time program or in the continuing education program. Accordingly, the writer has centralized continuing education and part-time education under continuing adult education.

The weak link in adult education

As mentioned earlier, continuing adult education today represents the weakest link in American adult education. It occupies a sort of "no-man's land" and belongs to no overall system of education. In reality, the effort is still fragmentary and uncoordinated. At the present time, continuing adult education, in various forms, is offered by private colleges, universities, proprietary institutions, local school districts and schools operated by industry. Each unit is operating independently from the other and with little regard for national or regional trends. The object seems to be, "If so many students demand it, we will teach it". It cannot be denied that demand is an important criteria but there are indeed others equally as important, such as, the following: " Is anyone else offering the same program in this area? Will there be jobs for the number of people demanding the training? Can the cost to the taxpayers or the student be reduced if we combine our efforts with other institutions? Can this demand be combined with a broader existing program that would be of greater benefit to the student?" And, there are many more other questions that could be asked.

Wasted funds, energy and effort

Continuing education programs that are offered by several sectors of public education often result in duplication of effort, competition for students and funds, and often represent a waste of public funds. In some instances, the argument is posed that public continuing adult education programs are self-sufficient. As such, the student pays a tuition that covers expenses and, therefore, duplication, if any, does not occur at the expense of the taxpayer. Let us, for a moment, analyze this argument from the standpoint of "self-liquidating" continuing adult education programs offered by local school districts, community colleges, state colleges and public universities.

Hidden costs of "self-sustaining" programs to taxpayers

In most of the programs, the student pays the full cost of faculty salaries. Additional costs are often borne by the taxpayers. These costs include administration (college presidents or superintendent of schools) supervision (deans,principals, department heads, curriculum directors and the like), library services, the production of instructional materials and secretarial services. The nature of these expenditures is not objectionable or inappropriate, per se. More specifically, the major issue is not whether or not public funds should be used for the expenses listed above, but whether or not, duplication of programs can be justified on the purported reason that such programs are self-liquidating and therefore represent no waste of public funds. Thus, duplication of programs and competition for students and funds among publicly supported institutions in continuing adult education cannot be endorsed on such questionable grounds.

Single standard principle

There are currently at least two major points of view regarding the funding, staffing and operation of continuing adult education. In many parts of the United States, and particularly on the West Coast, continuing adult education is considered as part of the total educational function of an institution. There is no difference between the regular and continuing education programs with respect to staffing, programming and financial support. Regular faculty members teach in the evening or on Saturdays as part of their regular load. Students may attend classes anytime between 8:00 A.M. and 10:00 P.M. or later. Tuition and fees are levied on the same basis for all students. This is obviously the best approach from the standpoint of the student. He receives an education in the continuing adult education program that is equivalent to that available to regular students in quality, content, and cost. A second common practice in providing continuing adult education is to establish a quasi-independent self-liquidating supplementary school at the same location and using the same facilities as those used by students enrolled in the regular program. In this case, the tuition and fees are usually set at a level sufficient to cover the cost of instruction and a modest amount of supplementary services. While many of the regular faculty members may teach one, and in some cases two, additional courses in the continuing adult education division for additional pay, adjunct faculty are also employed to teach one or two courses in this program as needed.

The undesirable double standard

Almost without exception, the cost of tuition and fees for continuing education students is considerably higher than that paid for the same education by students enrolled in the regular program for the same courses. Under this practice, continuing adult education is not viewed as a public responsibility. The students are the losers, while the state or school districts saves money by assuming that all adults can afford the higher cost of continuing education. Can they, really?

Losers and gainers

CHAPTER IV

Conceptual Features of An Adult Education System

Adult education for millions of Americans

A review of the information presented in the preceding chapters clearly demonstrates the necessity of re-examining the adult education function on a state-wide basis. The unmet needs of adult education in America are impressive indeed. There is a compelling need for programs in Primary, Intermediate and Advanced Adult Education for approximately 20 million persons[7] 25 years old or older. There is also an urgent need to educate a potential of 35 million additional Americans who could profit from educational opportunities for retraining or reeducation. Realistically it is not expected that all of the persons included in the above figures of potential students would take advantage of additional education even if the opportunity were available. On the other hand, if only one in five persons who could profit from adult educational opportunities enrolled in such programs, the need would still be enormous--over twelve million persons over the age of 25 could be in the market for such programs if they were available. This figure is conservative because the number of potential students between the ages of 19 and 25 are not included in these figures. In reality, the case for substantiating the urgent need for an Adult Education System is even stronger than the above figures would indicate.

The summary of present practices in adult education reveals the weaknesses, confusion and ineffectiveness of the present uncoordinated approach to adult education. Clearly, there is no organized, overall

[7] Bureau of Census, United States Department of Commerce. Statistical Abstract of United States, 1973.

Present adult education-confused ineffective, and disappointing

framework within which these vital functions of adult education can be performed. Neither is there evidence of any systematic regional or state-wide approach to the problem. To be sure, over the past decade there has been a massive infusion of federal funds for adult education through the Department of Labor, the United States Office of Education and the United States Office of Economic Opportunity. There is no convincing evidence that these funds produced the desired results. In some instances, such funds were even made available to non-educational agencies which lacked both the staff and expertise to use the funds to the best educational advantage. They did the best they could under the circumstances, because there was no local, or state, regional mechanism to assist them. It is therefore, quite obvious, that some form of state-wide Adult Education System covering a broad spectrum of educational functions is needed.

Adults need education at all levels

As this study of adult education progressed, it became increasingly clear that the need for this basic educational function permeates through every academic level of education. It also became evident that adult education is so basic to the national welfare, that it should be treated in the same fashion as pre-college education currently provided for children and youth. Thus, adult education is envisioned as a state responsibility in the same manner as public school education. Consequently, there is a vital need for each state to make every effort to expand its Adult Education System in a form that compliments the existing administrative structure of higher education.

Basic adult education-the weakest link in American school system

The conceptual guidelines presented in this chapter are designed to assist educators in any state to develop a coordinated state approach to adult education. As mentioned earlier, the most conspicuous weakness of current adult education is not at the college and university level but in basic adult education, from primary through advanced, and in adult occupational education preparing people over 19 years of age for the job world. Where does an adult train and re-train for the ever changing job skills in a dynamic society, such as the United States? The basic features of an Adult Education System presented in the following sections are not envisioned as the sine-qua-non of adult education but rather as a compendium of philosophical considerations underlying the creation of an adult education system on a state-wide basis. As each state begins to explore ways and means of resolving the problem of adult education, it will undoubtedly expand the list of philosophical foundations identified in this study. Each state should seek to design an Adult Education System that places the responsibility for the education of all persons 19 years or older under a single state governing or coordinating board.

The suggested conceptual features of a state-wide Adult Education System are listed below:

1. The Proposed Adult Education System embodies several distinctly defined and discrete educational functions.

Seven sub-systems within the Adult Education System

The Adult Education System envisioned in this study embraces the seven basic sub-systems of adult education defined in Chapter III, pages 33 to 36. These discrete functions are so articulated with each other as to provide a continuum of learning from wherever the student is educationally to wherever he is realistically capable of reaching. Part-time and continuing education is not considered a separate element of adult education but rather as an aspect of education that permeates through each of the fundamental elements.

Chart 1 contains all of the basic elements of adult education identified in this study and shows the inter-relationship of one function to the other. It also reveals the multiplicity of options available to students as they progress from element to element and from level to level.

FLOW CHART OF ADULT EDUCATION

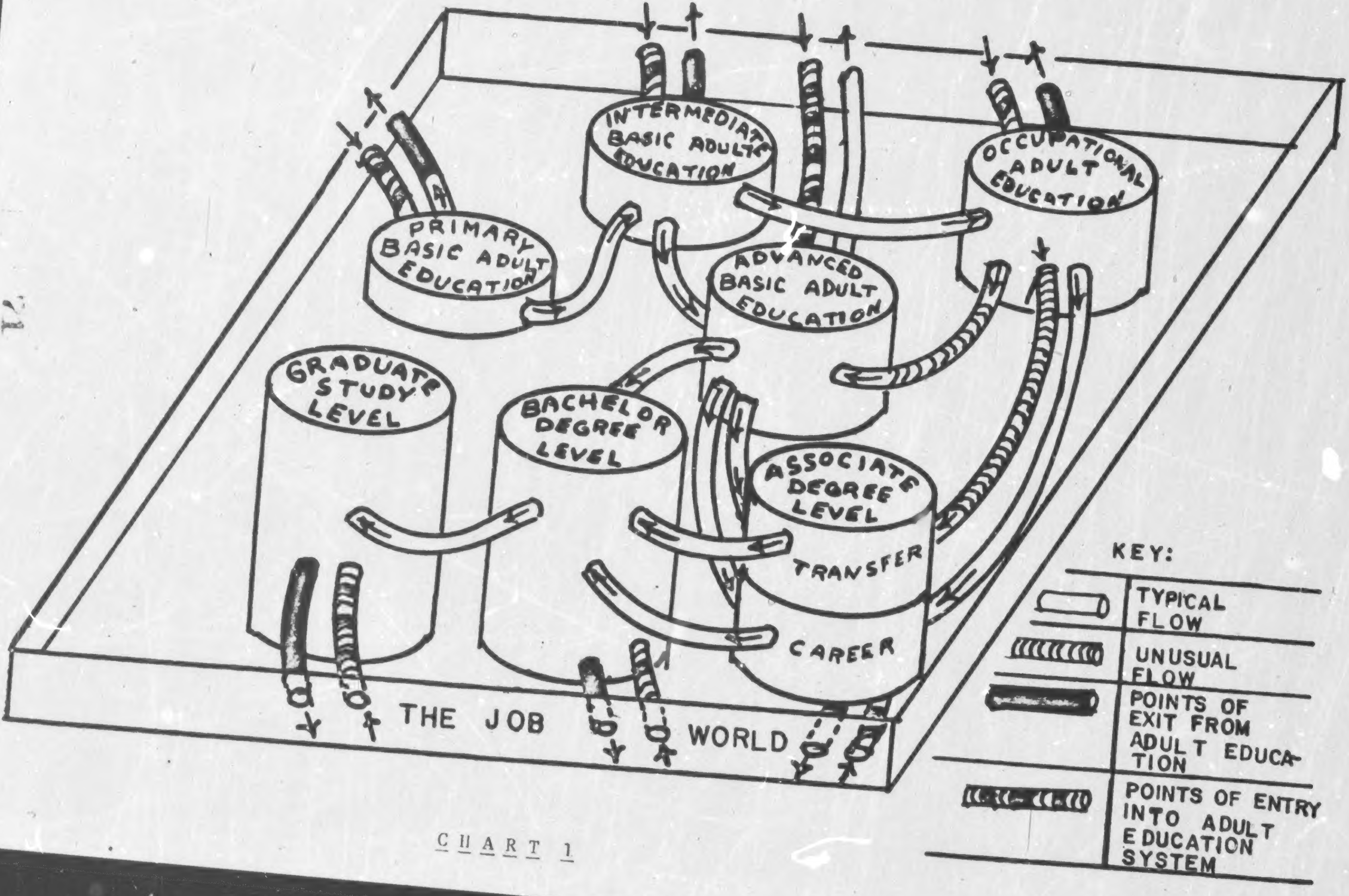

PRIMARY BASIC ADULT EDUCATION
INTERMEDIATE BASIC ADULT EDUCATION
ADVANCED BASIC ADULT EDUCATION
OCCUPATIONAL ADULT EDUCATION
GRADUATE STUDY LEVEL
BACHELOR DEGREE LEVEL
ASSOCIATE DEGREE LEVEL
TRANSFER
CAREER
THE JOB WORLD
KEY:
TYPICAL FLOW
UNUSUAL FLOW
POINTS OF EXIT FROM ADULT EDUCATION
POINTS OF ENTRY INTO ADULT EDUCATION SYSTEM

CHART 1

Multiple options for adults

Chart 1 also depicts the manner in which a student might advance educationally within an Adult Education System. This feature of the system can be best illustrated by citing an ecample. Let us assume that a young man, about 25 years of age, would like to "go back to school". Let us further assume that he dropped out of school at the age of 16. He inquires at an Adult Education Center, which will be described later, and after testing and interviewing learns that he should resume his adult education at a level somewhere between grade 5 and 6 in the basic areas of learning. He enrolls as a part-time student in the Intermediate Basic Adult Education Program operated by a State Board and achieves the required competencies for that basic level of education in one year. At this point, according to Chart 1 he has the option of terminating his studies and staying in the job world and perhaps qualifying for a higher level occupation, or he may choose to enroll in an occupational program of his choice for advancement in the job world. Or, he may enroll in the Advanced Basic Adult Education Program where he would receive a high school diploma upon successful completion of the course or a high school equivalency certificate upon passing the General Educational Development Test (GED). If he had chosen the occupation route, he could have been trained for a wide variety of occupations such as clerk,bookkeeper, typist,salesman, carpenter, electrician, auto mechanic, and sheet metal worker and many others demanded by business, industry and government. The achievement of this goal would not necessarily constitute terminal education for the student. In due time, he could still continue up the academic ladder by enrolling in an appropriate career program at a community college. The remainder of his potential educational progress is self-evident from Chart 1.

An articulated Adult Education System

Chart 1 is also a "flow chart" of articulated adult education depicting numerous student options. The solid lines indicate the most probable line of progress for student participating in the adult education programs. The dotted lines denote possible but not likely student progress routes. For example, it is conceivably possible for a student completing a career occupation course in "television repairing" to be admitted directly to a four-year college, particularly one specializing in industrial arts. But it is more likely that he would continue his studies at a community college where he could advance toward an associate degree in Electronic Technology. Theoretically , the student may have many options. But each element of the Adult Education System is clearly defined as to scope and function so that the student progresses smoothly from point to point in adult education. In the example cited in the preceding paragraph, it was assumed that the student was primarily concerned in developing the knowledge and skills required for the job world. While the student may or may not be aware of it, the system makes it possible for him to climb the career ladder through the community colleges. In order to provide these options effectively and efficiently, the function of each element must be clearly delineated so that it becomes a vital link joining two successive elements in the system. Strict limitation of function is important, however. No single element of the system should endeavor to be everything to everyone. For example, in the case cited above the Adult Occupationsal Program should not attempt to prepare a student for admission to an engineering school or a liberal arts college. It would be the responsibility of the Advanced Basic Adult Education element of the system to address itself to this goal.

Continuing adult education not limited to high school or college

And finally, Chart I shows that continuing education is the essence of the Adult Education System. The dot and dash lines on the periphery of the diagram point to the innumerable types and levels of continuing adult education. The diagram clearly shows that the need for continuing adult education is not primarily confined to high school and college level, but exists at all levels of learning. The diagram also reveals that continuing adult education is so broad in scope that it spreads throughout the entire spectrum of the Adult Education System.

Adult education is a kin to higher education

The Adult Education System, presented in Chart 1, places the education of all adults within the purview of an expanded form of higher education. This placement is rational, proper and justifiable. Traditionally, higher education was always responsible for the education of college bound persons who are adults. It is logical and reasonable therefore to include the education of all adults within the higher education level regardless of academic level.

Adult education a state function

2. Adult education is a state function. The responsibility for the general supervision and coordination of all adult education rests within a single state board of adult education or its equivalent. Adult education is envisioned as a state function. To a greater degree adult education is already an accepted responsibility of the state. Without exceptions, all states provide publicly supported colleges and universities. Such institutions serve adults, normally persons 19 years or older. In a very few states, community colleges are also fully state-supported. By far, however, most of the states partially support locally governed and locally established community colleges. In these instances, there is usually a coordinative relationship between the State Board of Higher Education or its equivalent

and the locally sponsored community college. At this time, therefore, the extent to which the states have assumed responsibility for adult education is virtually limited to various types of college education.

More state support needed

There is indeed a far greater state responsiblity for adult education than is the case currently. Of the seven functions of adult education identified in this study, all states recognize two of them, namely, Adult Education-Bachelor Degree Level and Adult Education-Graduate Studies. The element, Adult Education -Associate Degree Level is recognized by all states and fully supported by only a few of them. The state responsibility for adult education should include the three levels of basic adult education and adult career education. The state system should also become involved in continuing and adult education at all levels. The state should also encourage and support non-traditional approaches, such as the Open University and Adult Open Learning Centers.

3. The Adult Education System maintains and promotes an Action Research Center for adult education and provides an Instructional Materials Production Service for non-traditional adult education.

Advancement with new knowledge

Under this proposal, the research and development of new and promising techniques for educating adults is an essential component of the Adult Education System. The proposed overall concept envisions adult education as the composite of seven sub-systems. The first three or four of these sub-systems (as shown in Chart 1) are currently in a state of disarray. For the most part, instructional techniques are now derived intuitively by dedicated teachers. Frequently, very little factual information is available to the teacher regarding the effectiveness of such practices. Thus, the need for a scientific study of these techniques and the effectiveness of the sub-systems themselves is urgent if the maximum educational return per dollar expended is to be achieved. Pilot projects must be created so that various promising approaches in the education of adults can be developed and tested using reliable research techniques. Thus, if the maximum economic efficiency for adult education is to be realized, each state should establish an Action Research Center for adult education for the purpose of creating new instructional methodologies and scientifically testing old ones. The proposed Action Research Center is not to be confused with on-going pure educational research at universities. The Center envisioned in this proposal is established by the Adult Education System and the research is conducted in educational settings within the system. Action Research is focused on the testing and evaluation of practical applications of promising theoretical concepts. Pure educational research should remain the province of the university.

Action research leads to new teaching materials

The implementation of research findings and the introduction of nationally accepted adult instructional techniques may involve the production of new teaching and learning materials. Thus, the Adult Education System must be prepared to develop instructional materials that cannot be obtained from commerical sources or be produced within the local institution of learning. The Instructional Materials Production Center would be responsible for developing and producing teaching materials such as correspondence courses, video tapes,special work books, cassettes, science kits, records, computer managed instruction programs, question bank for computer generated tests, television and radio programs. The Action Research Center mentioned above would also be responsible for testing the effectiveness of these materials developed in the Instructional Materials Production Center.

4. The Adult Education System supports and governs the State Open University or similar type college program.

State Open University

The Board of Adult Education or its equivalent is responsible for the non-traditional college-level program such as the Open University or University Without Walls. As will be described later, this educational function will be performed through a network of Adult Education Centers as a basic sub-system of the Adult Education System using, to fullest extent possible, existing staff, facilities, programs and proven techniques in both the private and public sectors of higher education.

5. The Adult Education System maintains a network of "Adult Education Centers" distributed throughout the state to promote student accessibility to education.

Increased student accessibility to adult education

The Adult Education System is centralized in administration but decentralized in operation. It is proposed that Adult Education (Operational) Centers be distributed throughout the state and wherever possible, located on existing college campuses for the purpose of promoting student accessibility to education. The Director of the Adult Education Center is responsible to the central office of the Adult Education System. Under this concept, the college where the Center may be located performs a different function from that ascribed to the Adult Education Center--hence, the Center is not subject to the control of the college because the Center performs an entirely different function from the college. On the other hand, there is a close working relationship between the Center and all colleges and schools within its area both public and private. The administrative singularity of the Center is necessary to preserve the discrete functions of the Adult Education System and to protect the integrity of each element, particularly that of the host college.

6. The Adult Education System provides complete educational services at locations distributed throughout the state.

Conveniently located educational services within the state

Under the proposed Adult Education System, all adults will have easy access to a comprehensive cluster of student services through a network of Adult Education Centers which will be described in the next section of this narrative. These services should provide for the wide dissemination of all information regarding programs, educational opportunities and activities related to adult education. Such services should also include testing, advisement, counseling, personalized student programs, working with the student to establish realistic educational goals, personalized study projects, assistance in promoting student progress and student job placement.

Comprehensive student services

The student services envisioned under this plan are extraordinary. In addition to those listed above, the service is also focused on the educational progress of the student. Advisers carefully assess student progress for diagnostic purposes. Complete records of student progress are maintained by student advisers at the Adult Education Centers for all adult education students enrolled at the Centers. Whenever the student adviser deems it helpful to the student, the adviser arranges for a conference with the student to discuss student progress, or lack of it and to make appropriate program changes and to offer assistance in academic matters.

Educational services conceived under this proposal are quite broad in scope. Student advisers also serve as an important link between the student and the several colleges that are located within commuting distance from the home of the student. Many adult students may wish to participate in continuing or part-time college education programs. In these instances, the adviser plays an important role. He makes certain that students become acquainted with the wide variety of on-going college programs that are available to him. He cont~~acts~~ appropriate colleges and universities in behalf of the student. He may assist admission officers at various existing institutions of higher education by supplying important background information regarding the potential and aspirations of a given student. He is sort of an educational "ombudsman".

7. The Adult Education System is centralized in administration and decentralized in operation.

Centralized in planning--decentralized in action

As indicated earlier, the statewide Adult Education System is under the direct control of a single state board but it operates through a network of Regional Adult Education Centers. Administratively, the Director of Adult Education Center is responsible to the chief state executive officer designated by the State Board of Adult Education to administer the Adult Education System. Functionally, the Director of the Regional Adult Education Center is responsible for the operation of his Center within the policies established by the state board. Although he enjoys a considerable degree of autonomy, all local programs are coordinated through the chief executive officer of the Adult Education System.

Differentiated functional responsibility

The proposed Adult Education System is organized in accordance with the principle of "differentiated functional responsibility". The seven discrete functions shown on Chart I are sub-systems within the Adult Education System. Each sub-system is kept separate and distinct from the other so that it can be assigned in toto to a given administrative unit in an effort to eliminate duplication of function by two or more agencies within the system and to minimize competition between the several sub-systems for programs, students and funds. As will be seen later, the responsibility for administering several sub-systems of the adult education program is assigned to specific administrative units within the Adult Education System.

8. The Adult Education System operates through a network of Regional Adult Education Centers serving several distinct functions.

Network of regional centers

The Regional Adult Education Centers introduced in the preceding section represent the decentralized operational units of the centralized

Adult Education System. Each administrative unit is under the direct jurisdiction of the Chief Adult Education Officer of the state. Regardless of the location of the Adult Education Center, hereinafter referred to as the "Center" on or off a college campus, the Director of the Center is responsible to the Chief Adult Education Officer in the central office. For psychological reasons, however, this Center should be located on a college campus public, private or proprietary whenever possible. Each Center performs three major functions. Each one is described briefly below. It is imperative that the functional responsibility of each Center be clearly delineated in order to eliminate or minimize any duplication of effort among the various institutions within the Adult Education System offering adult oriented programs.

New educational services for American adults

a. The Regional Adult Education Center provides a comprehensive program of student services for adults. Since this function has already been discussed, a summary is in order. Briefly, the Regional Adult Education Center provides a multitude of educational services for adults. These basic services include guidance, counseling, testing, educational advisement and a preliminary assessment of the potential academic value of life experiences. It does not, however, duplicate services already available to the student in the colleges and universities where he may be enrolled. For example, the Center should not monitor the academic progress of a given student who can avail himself of such advisement from counselors at the college where he may be registered in a part-time day program or in the evening division of that institution

b. The Regional Adult Education Center provides and/or coordinates all instruction in four major areas of basic adult education. These functions are listed below as they appear in Chart I.

Basic education available to all adults

1) Primary Basic Adult Education

2) Intermediate Basic Adult Education

3) Advanced Basic Adult Education

4) Career Adult Education-Occupational

A unique feature of the proposed Adult Education System is that it has the responsibility of providing, directly or indirectly, the full spectrum of basic adult education through its Regional Adult Education Centers. Such educational services include all of the basic educational needs of adults ranging from learning associated with the first grade of elementary school to that normally related to the completion of grade twelve in high school The four basic adult education functions listed above are within the exclusive jurisdiction of the Center. Wherever possible some of this instruction may be contracted to educational agencies. In these cases, the supervision and coordination and financial support for such programs rests entirely with the Center. This position is absolutely essential for the efficient operation of an Adult Education System within a given state. The writer has concluded from this study that it is precisely the lack of this position that is currently contributing to the chaos, confusion and duplication in adult education. Because responsibility is not clearly delineated for the education of adults, everyone is trying to do everything. Many colleges, for example, are providing high school level programs to college students in the form of remedial programs or supplementary education. A few colleges are even giving students college credit toward graduation to those who are doing elementary or high school level work. Regardless of merit of this practice, under a unified Adult Education System, it will be possible for a properly staffed Regional Adult Education Center to

Basic adult education under the jurisdiction of Adult Education System

Maintaining the high standard of college credits toward graduation

prepare students who are capable of doing college level work, for successful completion of solid freshman level courses offered at various colleges within a state without "watering down" the credit requirements for the college degree.

This function of the Center is also designed for the student who is educationally disadvantaged and for the adult who has been forced to drop out of school for whatever reason. In addition the Center can effectively provide the educational needs of people who cannot communicate in English involving programs where English is a second language. These functions undoubtedly pose the greatest educational challenges for adult education. Present approaches to remedial or supplemental education leave much to be desired. The willingness of colleges and universities to admit students who do not meet the normal standards of admission is commendable in concept but potentially cruel to the student. As mentioned earlier, the outcome of the heroic efforts on the part of dedicated colleges in the form of remediation for these ill-prepared students has been very disappointing. Some colleges have had a natural tendency to lower the academic expectations of all students in order that the ill-prepared students may "pass". This practice is often justified at such colleges under the guise of "realistic academic expectations". The principle is excellent but its application is questionable in this case. Under the proposed Adult Education System academic standards and student expectations need not be lowered. Ill-prepared students need not be enrolled in classes where their chance for success is low and the probability of frustration and failure is high. One of the major tasks of the Regional Education Center is to raise the academic performance of the individual student to the pre-requisite level before he enrolls in a college course. The Center also serves an important function

Lowering student frustrations-not academic standards for some students who are already enrolled in college courses but who need a quick review of courses they may have completed a number of years earlier in high school.

Regional Adult Education Centers--the new catalyst of adult education

Although the Regional Adult Education Center assumes the full responsibility for all pre-college level work for adults regardless of academic level, it does not necessarily conduct all instruction at the Regional Center. Insofar as possible, the Center serves as the agent through which the high school level courses or tutoring service is arranged. Teaching or tutoring may take place on any existing public campus when the need for such instruction arises in the region. When space and staffing is available in local school districts serving grades one through twelve inclusive, the Director of the Center will make every effort to avail himself of such staff and facilities. The Adult Education System compensates the school district for such adult teaching. In the event that no agency can supply the needed educational services for adults, the Director may then in consultation with the Chief Executive Officer take steps to establish classes, programs and subsidiary centers in the region to meet such needs. The first choice of location for adult instructional activities should be located on college and university campuses. This practice is psychologically sound in relation to the student and economically efficient from the standpoint of maximum use of existing college and university facilities.

Occupational options for adults

The Center is also expected to provide instruction in the occupational areas. This function however, is a little more complex and intriguing than those mentioned above. It presents a few challenges and many exciting opportunities. The major difficulty in fulfilling this function of adult education lies in the coordination of specialized facilities. Althouth the Center could theoretically provide direct instruction in occupational education, the facilities required to accomplish this goal are highly specialized, costly and not always available where they are needed. Eventually, depending upon the nature and magnitude of the demand, the Regional Adult Education Centers could provide specialized facilities which are high in demand and short in supply. Initially the Centers should make every effort to contract with either a community college or a vocational school for such facilities. Many vocational schools are vacant in the late afternoons and on Saturdays. Some are not used in the evening when many part-time and continuing education adults could utilize such facilities. For psychological reasons, shops and laboratories for the occupational education of adults should be located on college campuses.

The local arm of the Open University

c. The Regional Adult Education Center is, in fact the regional arm of the state. Although the Open University is administered by the central staff under the Chief Adult Education Officer, the Regional Adult Education Center is the focal point of action for students enrolled in the Open University. The Center, in a sense, becomes the facilitating agency for the State Open University. Under the policies and guidelines from the central office, the Center may arrange for student tutoring, for administering of examinations, for field experiences and for work-study projects. The Center works closely with colleges and universities in the region in the development of the Open University. The Center also refers students to existing courses and programs offered by both the public and private colleges within the region. The Center may serve as a catalyst in promoting cooperation among the colleges and universities in relation to the maximum utilization of existing programs and in the sharing of facilities, such as costly laboratories, computers and libraries. And finally, the Center assists students in obtaining degrees from existing colleges in cooperation with the State Open University.

Minimum instruction
Maximum coordination

The Adult Education Center as presently envisioned does not provide college-level instruction. Again, this limitation is vital to the elimination of duplication. All traditional college-level instruction regardless of nature and type can be provided by the community colleges, four-year colleges and universities, both public and private. Non-traditional approaches to adult education such as home study courses, television, radio, cable television and computer based courses are under the jurisdiction of the central administrative unit of the Open University. The Regional Center will provide all local student services for the Open University in the form of testing, distribution and collection of instructional materials, arranging seminars and the like. On the other hand, the Regional Center is not responsible for staffing, teaching and the production of instructional materials required by the Open University. If, perchance, there is a college or university offering non-traditional programs for adults, the Regional Center should endeavor to contract with this institution for the services desired by the students enrolled in the State Open University.

Full use of existing staff and facilities

9. The Adult Education System maximizes the utilization of existing staff and facilities on a cooperative basis.

In the development of this proposal, it has been assumed that a large variety of educational programs for adults are already being offered by local school districts, private and proprietary institutions, colleges and universities. Continuing education has been a part of American education for many decades. Under this proposal, adult education is simply unified and coordinated under a single state board for administrative purposes. Consequently, the staff and facilities supporting present adult education programs represent a valuable asset in the continuation and expansion of adult education. Thus, every effort should be made to utilize both existing facilities and staff to its fullest extent in the operation of an Adult Education System. For example, the shops and experienced teachers in the vocational schools should be an integral part of the system. It may be necessary to negotiate with the local school districts for the use of their facilities for programs supported by the Adult Education System. But, as long as facilities for programs are available in local school districts and in public and private colleges and universities, funds for capital outlay expenditures by the proposed Adult Education System can be kept at a minimum.

10. The Adult Education System should maximize the use of existing courses and programs.

Improved enrollments in existing courses and programs

Whenever possible, the Adult Education System should fully utilize existing courses and programs offered by local school districts and colleges and universities. The Regional Adult Education Centers mentioned earlier should encourage students to avail themselves of existing educational opportunities. New programs should be developed only when existing courses, programs, and related educational endeavors are not available to meet student demands. As a consequence, the Adult Education System bolsters present adult education programs by channelling students and funds to existing schools and colleges where adult education is being offered.

11. The Proposed Adult Education System does not significantly disrupt existing adult education programs

No significant changes in present adult education programs

The proposed Adult Education System is conceived as a centralized and highly coordinated administrative structure that is gently superimposed on the present fragmented segment of adult education. Once the system is created, it should direct, expand and coordinate the entire spectrum of adult education with as little disruption as possible of existing Adult EducationS ystem, particularly those falling within the present higher education system. These institutions include communit[illegible] colleges, state colleges, state universities and private and proprietary institutions of higher education. The proposed Adult Education System should pose no threat whatsoever to these institutions. Higher education at the college and university level is currently well structured and effectively coordinated. The major weaknesses in adult education lie within the first four functions contained in Chart 1. Hopefully, these functions can be strengthened through the concentrated activities of the Regional Adult Education Centers discussed earlier.

12. The Adult Education System is envisioned as a cohesive educational force.

A positive and constructive force

The proposed Adult Education System is viewed as a means of promoting cooperation and minimizing competition for funds and students among educational institutions. It is conceived as a sort of catalyst that encourages the establishment of collective educational effort among a number of institutions. As a result, the full educational resources of a state are brought to bear upon the task of educating adults in a manner that is economically advantageous for both the private and public sectors of adult education.

CHAPTER V

A PROPOSED SYSTEM OF ADULT EDUCATION FOR MASSACHUSETTS

The marriage of adult learning and higher education

Adult education has been presented as a unified system dealing with seven major elements of educational development ranging from Primary Basic Adult Education to Graduate Studies. A cogent case for incorporating all adult education functions under higher education was made in Chapter 4. The sum and substance of the underlying reasons leads to the inevitable conclusion that the marriage of adult education with higher education is most fitting. This marriage is educationally sound, psychologically imperative and motivationally desirable from the standpoint of the adult learner. By its very nature, higher education has always viewed the learner from an adult point of view. Basic and vocational adult education require the same outlook and perspective as higher education. Although the level of knowledge and skills in basic adult education may be similar to that encountered by children, the presentation, approach, language and methodology in teaching adults must be one that is effective with adult and not children.

The need for a coordinated and well integrated state-wide Adult Education System has already been established. The fundamental philosophy underlying such a state-wide system was developed consistent with the goals and purposes of adult education. The proposed Adult Education System in Chapter 4 can be tailored to fit into any existing higher education system in the United States. In this chapter, however, that State Adult Education System described in the preceding chapter will be specifically related to the Commonwealth of Massachusetts.

Current Status in Massachusetts

During the past two decades, Massachusetts had made tremendous

Recent expansion of higher education in Massachusetts

forward strides in higher education. The University of Massachusetts has grown from a single major campus at Amherst to three major campuses in various parts of the State. The State Colleges have expanded substantially and have assumed an important role in higher education. Two additional universities have been created, Southeastern Massachusetts University and Lowell University, replacing three textile technology colleges. And fourteen well conceived comprehensive Regional Community Colleges have been created. All of the dramatic development has occurred under the auspices of the Board of Higher Education with the generous support of the executive branch and the legislature and through the imaginative leadership of the several governing Boards of Trustees and visionary college presidents and chancellors.

Under the Willis-Harrington Bill reorganizing education in Massachusetts passed in 1965 the five segments of higher education were placed under the jurisdiction of the Board of Higher Education while elementary and secondary education remained within the purview of the Board of Education. It is interesting to note that the General Court of Massachusetts created two consistent and parallel systems of public education. Elementary and secondary education is under the general supervison of the Board of Education but each school district is governed by local school committees. (Board of Education) Similarly, higher education is under the general supervision and coordination of the Board of Higher Education, but is governed by the Board of Trustees responsible for each respective segment of the Massachusetts System of Higher Education.

Unfortunately, there is currently no single Board or Agency in the State of Massachusetts responsible for all of the seven distinct elements of adult education described in Chapter 3. To be sure, the Associate's Degree, the Bachelor's Degree and the Graduate Studies function of adult education is well organized under the present Board of Higher

Lack of support and coordination for the education of pre-college adults

Education. But, as is the case in the United States as a whole, basic and occupational adult education is indeed not supported by the Commonwealth and there is no form of coordinated action involving these elements of adult education. Colleges, high schools, vocational schools and most of the larger public-school systems are making valiant efforts in the area of adult education. Individual school districts and colleges simply do not have the financial and human resources to satisfy, even at minimum levels, the needs of adults, particularly when it is realized that adult education as mentioned in Chapter 3 is not one of their major functions.

No unified program for training and re-training adults

The present status of basic adult education is a real cause of concern if we are to maintain a healthy educational and economic posture in the Commonwealth. Trained and re-trained adults are a rich asset to any state in promoting industrial development. The efficient use of available financial resources is of primary importance in an expanding budget. Yet both of these desirable goals cannot be achieved under the present conditions. A coordinated effort is lacking. There seem to be no specific goals nor common aims among the increasing number of several types of educational institutions embracing various aspects of basic and occupational adult education. There are wide gaps in the continuum of adult education and there are areas of duplication of effort. For example, high school districts are offering evening adult education courses in typewriting within the same city where a community collges is also teaching beginning typewriting . Obviously, there is severe competition for students, staff, and financial support. Developmental education in Massachusetts is still rudimentary at best. Of necessity, many community colleges and a few four-year colleges have made heroic efforts in providing various forms of improved remedial education covering several levels of Advanced Basic Education. Despite this labor of love, remediation as presently practiced in Massachusetts as well as in other parts of the country leave much to be desired. There simply must be a

Gaps and overlaps in adult education

better educational answer to this problem. Perhaps, Massachusetts can be a pioneer and work toward this end. The situation regarding primary and intermediate education is even worse. There is, practically, speaking no notable effort being made in these areas anywhere in the Commonwealth except, perhaps, in the City of Boston, which seems to be moving in this direction utilizing the Open Learning Center Concept.

Many dedicated educators have expended a great deal of time and energy promoting and supporting adult education in Massachusetts. Directors of Continuing Adult Education Programs, and administrators of various programs for the disadvantaged, deserve a great deal of credit for trying to solve a major problem in adult education with little or no state and local support. Such persons have been at the mercy of the availability of federal funds in many instances. The time has now arrived when an established State Educational Agency must assume the leadership for the financing and development of adult education from Primary Adult Education to Graduate Studies.

State leadership and support

The Expanding Role of the Board of Higher Education

Basic and Occupational Adult Education is conceived as an integral part of adult education operating under the jurisdiction of the present Board of Higher Education. At some propitious time, however, the title of the present Board of Higher Education could be changed to the Board of Higher and Adult Education in order to reflect the comprehensive function of this body. The reasons for this arrangment have already been discussed at length. Clearly, then, Basic and Occupational Adult Education inherently belong to higher education which is currently responsible for educating adults of college age or older.

Under this proposal, post-secondary education in Massachusetts must be redefined. It is recommended that the present Board of Higher Education redefine post-secondary education as "all forms of education offered to post-secondary AGE persons." Once this definition based on AGE is

Post-secondary education-redefined

adopted, all adult education automatically falls within the purview of the present Board of Higher Education. If Post-Secondary Education is redefined as recommended, any change of title in the name of the board is academic because it functionally becomes "The Board of Higher and Adult Education".

Preservation of the Status Quo

No deleterious effect on existing colleges and universities

The expansion of the role of the Board of Higher Education need not change the present functions and operations of the state universities, colleges or community colleges in any substantial way. Indeed, each may become involved in offering additional educational services in the light of the expanded role of the Board of Higher Education, but it is presumed, under this proposal, that none of their present functions, including college-level offerings for part-time and continuing education students will be affected in any appreciable way. It is even conceivable that such operations may be substantially expanded in size and variety of offerings to meet the demands of students participating in an Adult Education System. Neither is it anticipated that the adoption of this proposal will have any appreciable bearing on the community service function of community colleges and on the research efforts of the colleges and universities.

Potential Expansion of Certain Institutional Functions

More activity for existing institutions

As will be seen later, this proposal provides for the establishment of the Massachusetts Open University under the present Board of Higher Education. This added adult education function will undoubtedly stimulate the expansion of educational offerings of the private, public and proprietary institutions of learning. It is conceivable that the community colleges will play a more active and systematic role in Basic Adult Education and in Occupational Education for adults. Since adult education is also viewed as an organized and cooperative approach in the training and re-training of workers in Massachusetts, the opportunities for cooperation among natural clusters of regional institutions are limited only by the resources and imagination of the potential participants.

Maximum Utilization of Present Staff and Facilities

Initial thrust
limited to
existing
facilities and
staff

The establishment of the Open University by the Board of Higher Education does not call for the construction of new educational "megastructures" with staffing to match them. There will obviously be a nominal need for a few key persons depending upon the number of regional centers that will be developed. The nature of these centers will be discussed later. This proposal does not envision any substantial capital outlay for new university campuses with new buildings and equipment for this type of adult education. Hopefully, the expanded educational functions can be housed in existing educational facilities. Initially, the Massachusetts Open University Program will probably be limited to the point at which maximum utilization of existing facilities and teaching staff is achieved. If the demand for non-traditional college education increases beyond this limit in the future, a reassessment of priorities for capital outlay will need to be made at that time. Thus, the need for additional funding and staff will depend primarily upon the demand and success of the non-traditional college programs established by the Massachusetts Open University.

Trained
Personnel
needed

It is assumed that most of the adult education programs in Primary, Intermediate and Advanced Basic Adult Education and in Occupational Adult Education can also be housed in existing facilities. Unlike the Open University, however, these programs will require a few specially trained teachers for classroom instruction and a center for the production of programmed instructional materials . Proper financing is crucial to the success of this undertaking. Federal funds will undoubtedly be available to some extent for Basic Adult Education and Occupational Programs, but the Commonwealth should assume the primary responsibility for financing a comprehensive Adult Education System. The potential return to the state in economic growth and increased taxes from better educated people who are earning higher salaries will more than compensate for this commitment.

Definitions

There are a number of educational terms that may have different meanings for different people. In adapting the adult education concept described earlier to the needs of the Commonwealth of Massachusetts, it is essential that all technical terms be clearly understood.

New meanings for old terms

1. An adult: For the purpose of this study an adult is any person 19 years or older.
2. Post-secondary education: Under this concept, post-secondary education includes any of the seven elements of education mentioned earlier offered to post secondary AGE persons(19 years or older) regardless of academic level.
3. College-level Program: College-level work refers specifically to the level of student performance and NOT to the place where the student receives instruction. Learning is NOT "college-level" simply because he is an adult and acquired it on a college campus. In more precise language, college-level work embodies all learnings whose expected level of performance exceeds that which is normally achieved or capable of being achieved in the elementary and secondary schools of the United States. Traditionally, there are two accepted deviations from this definition. Foreign languages, and beginning shorthand and typewriting often carry college credit in certain programs. In such cases, the student must achieve the same performance level as the high school program but in one-half

College-level performance not college campus studies the time.

Occupational programs vs career programs

4. Occupational Adult Education: Occupational Adult Education programs refer specifically to occupational programs for adults such as automotive repair, appliance repair, television servicing, chef, barber and airline hostess. These should not be confused with the higher performance level career programs currently offered in the Massachusetts community colleges, such as those in nursing, dental hygiene, business administration and the like. Under this definition, occupational adult programs include all vocational programs whose level of performance is equivalent to that expected from students graduating from the vocational schools at the secondary level of education.

5. Basic Adult Education: In this study, basic adult education includes all level of academic adult education below "college level programs". More specifically basic adult education includes Primary, Basic Adult Education, Intermediate Basic Adult Education, and Advanced Basic Adult Education as defined in Chapter 2.

The Master Plan of the Massachusetts Adult Education System

Rekindling the pioneer spirit

The adult education concept presented in this study is untraditional in design, comprehensive in scope, futuristic in outlook and adventurous in approach. If adopted, Massachusetts would indeed re-establish its former reputation as a pioneer in American Education. Indeed, the Commonwealth would become a leader in adult education. The need for educating and re-educating productive adults in a dynamic society is pressing. The present educational system was well designed for the relatively stable world of the past. Today it no longer suffices. The education of about 40% of the adults in Massachusetts and in the United States as a whole is almost completely overlooked under the present system in Massachusetts. The time for some form of positive action in this regard is at hand. This study reveals many of the shortcomings of adult education today and presents a few suggestions for correcting the weaknesses in adult education in a rational and systematic manner.

New educational leadership for Massachusetts

Pioneering is both challenging and exciting. History discloses that Massachusetts is well experienced in educational innovations and pilot studies. In the expanse of adult education, the bright stars of learning are still distant targets. The objectives are quite clear in conceptual form but the ways and means of achieving them are still embryonic in development. Educators already have the knowledge and understandings for creating an effective Adult Education System. What is required is a commitment by the State of Massachusetts to support adult education as defined in this study and a release of the technical potential to accomplish the task. The theory related to the ways in which adults learn most effectively must be perfected and developed for use in the classroom. The inhibitors to adult learning must be identified and neutralized. The accelerators to adult learning must be explored and exploited. Teaching techniques that work best for adults must be devised, developed and refined. New educational delivery systems such as radio, telephone, teletype, television, information retrieval systems and computers, must be explored as a means of educating adults under various situations. Old delivery systems, such as teachers, tutors, peer, books, correspondence courses and incidental learning must be re-assessed, refined and re-adapted for adults. And the human mind must yet create instructional materials and develop new teaching and learning techniques that are yet non-exisitng. To be sure, the challenge to educators, state officials, legislators, and citizens of Massachusetts is great, but the potential value of this effort to the people of the Commonwealth , psychologically, economically and educationally is vast indeed.

Strong effort-vast return

Make haste slowly

In view of the foregoing discussion, it becomes increasingly clear that the proposed Adult Education System for Massachusetts must be achieved a step at a time within the structure of a long range plan of action and within the budgetary limitations of the state budget. The plan of action, therefore, must provide a progressive sequence of steps that will ultimately result in the implementation of the master plan for the Adult Education System embodying the concept described in the preceding chapters. The plan of action, must therefore, possess sufficient stability to insure the gradual development of the system from a modest beginning to full maturity. It is suggested that the establishment of a comprehensive Adult Education System in Massachusetts be accomplished in two phases which are discussed in detail in the latter part of this chapter.

Flexible governance and organization

Governance and Organization are two extremely important issues associated with any major undertaking. A closer look at Governance and Organization reveals that the specific elements of Governance and Organization depend very much on the nature of the functions to be accomplished, the magnitude of the undertaking and the degree of diversity among the several functions. It has already been suggested above that the nature and magnitude of the proposed adult education function in Massachusetts will remain in a state of flux until the ultimate system is achieved. Thus, it is reasonable to expect that the Governance and Organization of the adult education function in the Commonwealth will also change from time to time. In spite of this anticipated fluidity, however, two points in the development of an Adult Education System can be fixed reasonably well at this time--the beginning and the end. Obviously, there may be a number of intermediate patterns of Governance and Organization between these two points. For the purpose of this study, two patterns of organization are proposed. The first will deal with the Governance and Organization pattern appropriate to the administration of the Adult Education System in its final form in accordance with the principles discussed in the preceding chapters. This structure will be called the "Ultimate Governance of the Massachusetts Adult Education System". This presentation will be followed by a discussion of the "Interim Governance of the Massachusetts Adult Education System".

The Ultimate Structure and staffing of the Massachusetts Adult Education System

Ultimate Governance. As the proposed Massachusetts Adult Education System approaches its full development, the governance of the system would be assumed by the "Board of Trustees- Massachusetts Open University and Adult Education " whose duties and responsibilities are outlined under "Organization" discussed below. Although the composition of this Board is open for discussion at the proper time, it is suggested that it consist of one member of the Board of Trustees from each of the five segments, four members appointed by the Governor representing private and proprietary institutions of higher education in Massachusetts, and six members appointed at large by the Governor in such a manner that geographical representation on the Board from all parts of the state is assured. Insofar as possible, these six members should reside in parts of the state not covered by the first two categories of Board membership. Every effort should be made to provide membership on the Board representing industry, business, labor, disadvantaged groups, minority groups and the like.

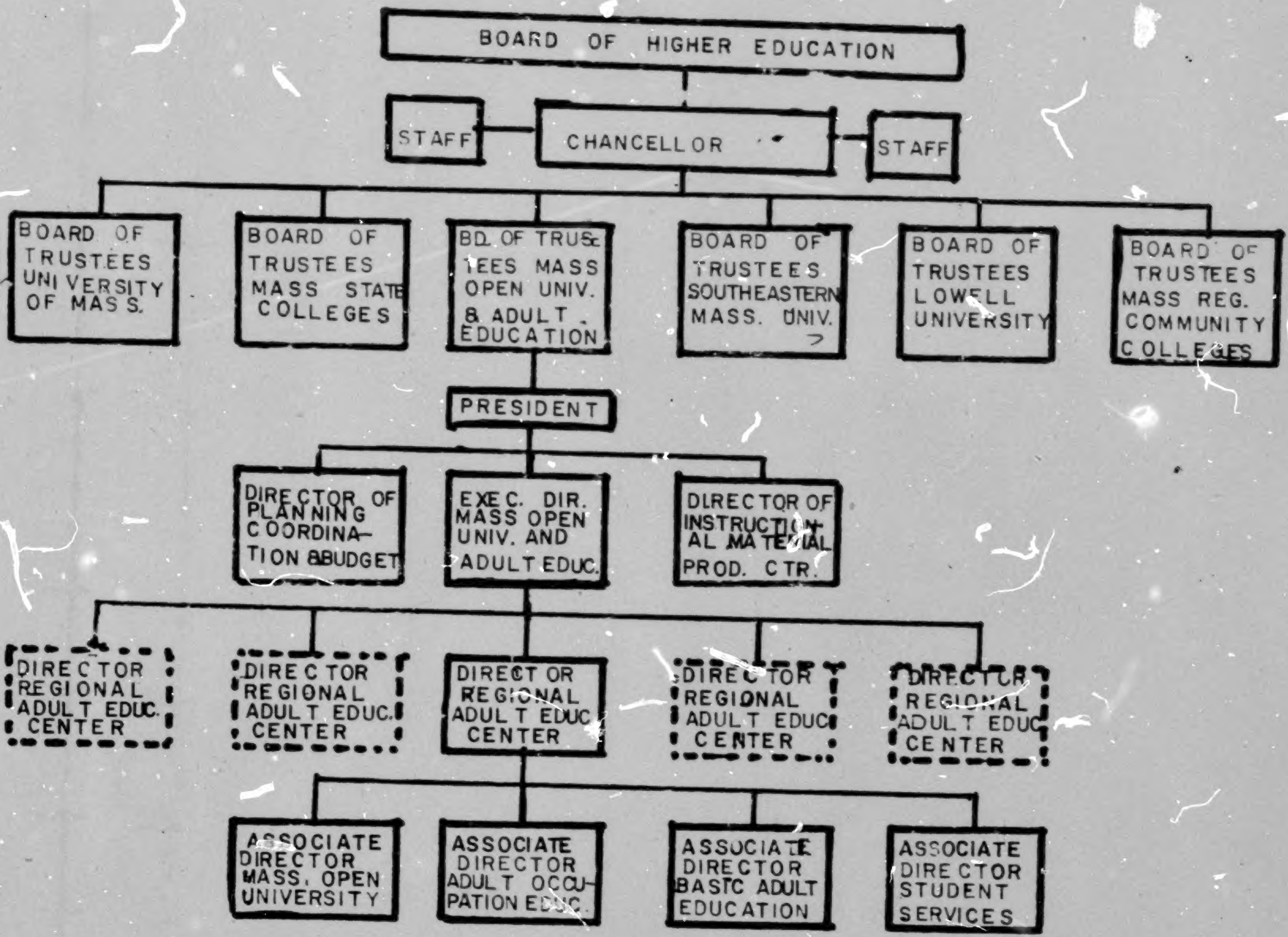
Membership of the ultimate Board of Governance

Ultimate Organization. The organizational structure of the Massachusetts Adult Education System in its final form clearly depicts the comprehensive nature of its functions and the wide scope of the educational services that will become available to adults. The suggested ultimate organizational chart of the Massachusetts Adult Education System is pre-

Extension of Willis-Harrington philosophy

sented on page 84a . Clearly, the chart shows the expanded role of the Board of Higher Education as a simple extension of its present organization, including a new Board of Trustees, a central staff and a network of Regional Adult Education Centers. The addition of the basic and occupational adult education function to the Board of Higher Education is perfectly consistent with the theory of differentiated functions embodied in the Willis-Harrington Act of 1965. A word concerning this aspect of the Willis-Harrington Act is in order at this point. According to this statute,higher education was viewed as a cluster of differentiated functions, each function governed by its own Board of Trustees. For pragmatic reasons, all similiar functions were not grouped together at the time the Act was passed, but the basic philosophy was still maintained. This same philosophy is embodied in this proposal. Simply stated, an additional discrete function has been assigned to the Board of Higher Education. It is both appropriate and logical therefore, that a new Board of Trustees should be introduced to govern this new function. By no stretch of the imagination can this be considered a proliferation of boards. Proliferation exists only when one board can assume the duties and responsibilities of two or more boards. Indeed, this is not the situation in this case. In fact, the architects of the Willis-Harrington Act must be commended for their originality and administrative insights. As presently constituted, the several governing boards under the umbrella of the Board of Higher Education are functioning very effectively according to plan. Understandably attempts are always being made to reduce the number of boards in government. But there comes a point where the irreducible minimum is reached. For example, New York City operated for many years with a single Board of Education. But several local school boards have now been established to insure that the administration of the public school in New York is more responsive to the local needs.

ORGANIZATIONAL CHART


BOARD OF HIGHER EDUCATION
STAFF
CHANCELLOR
STAFF
BOARD OF TRUSTEES UNIVERSITY OF MASS.
BOARD OF TRUSTEES MASS STATE COLLEGES
BD. OF TRUSTEES MASS OPEN UNIV. & ADULT EDUCATION
BOARD OF TRUSTEES SOUTHEASTERN MASS. UNIV.
BOARD OF TRUSTEES LOWELL UNIVERSITY
BOARD OF TRUSTEES MASS REG. COMMUNITY COLLEGES
PRESIDENT
DIRECTOR OF PLANNING COORDINATION & BUDGET
EXEC. DIR. MASS OPEN UNIV. AND ADULT EDUC.
DIRECTOR OF INSTRUCTIONAL MATERIAL PROD. CTR.
DIRECTOR REGIONAL ADULT EDUC. CENTER
DIRECTOR REGIONAL ADULT EDUC. CENTER
DIRECTOR REGIONAL ADULT EDUC CENTER
DIRECTOR REGIONAL ADULT EDUC CENTER
DIRECTOR REGIONAL ADULT EDUC CENTER
ASSOCIATE DIRECTOR MASS. OPEN UNIVERSITY
ASSOCIATE DIRECTOR ADULT OCCUPATION EDUC.
ASSOCIATE DIRECTOR BASIC ADULT EDUCATION
ASSOCIATE DIRECTOR STUDENT SERVICES

Is this proliferation? Indeed, it is not if the function is served more effectively using more boards. According to the Willis-Harrington Act higher education included four major functions (1) the university function (2) the state college function (3) the community college function (4) the technologies institute function. Under this proposal, we are simply adding a new function to the higher education system. It follows, therefore, that a new board should be created to govern the Massachusetts Open University and Adult Education, in order to accomodate a new function within the framework of a well-designed Willis-Harrington Act.

Board of Trustees- Massachusetts Open University and Adult Education

One Board and several regional adult education centers

It is suggested that a new Board of Trustees for the Massachusetts Open University and Adult Education be created under the jurisdiction of the Board of Higher Education and related to it in the same manner as the other existing boards. This new Board of Trustees would be directly responsible for the establishment and maintenance of the Massachusetts Open University and for the development establishment and administration of the Regional Adult Education Centers. As will be discussed in greater detail later, these Regional Centers would be responsible for guidance, testing and advisement, for providing all levels of Basic Adult Education (below college-level work) and for all Occupational Adult Education. The Regional Center would also be the "nerve center" of the Massachusetts Open University. Thus, these Regional Centers would be responsible for two major functions of adult education Basic and Vocational and the Massachusetts Open University. Both the Open University students and the Adult Education students require individualized guidance, testing and advisement. Both groups require non-traditional education. Both groups call for some form of personalized instruction. Both groups contain adults with common problems and family responsibilities. Both groups are part of adult education in its broadest sense. In fact, if adult education is viewed realistically as a continuum to Primary Basic Education(equivalent to grades 1-4 in Elementary School) to Graduate Studies, the two groups of adults may participate in one sub-system (Basic Adult Education) or the other (Massachusetts Open University) or in both of them. In reality, both sub-systems are part of a single integrated non-traditional Adult Education System.

Two sub-systems within one adult education system

Blending the new system into the old

The proposed system under an autonomous Board of Trustees blends naturally and in a positive way into the present system of colleges and universities. There is a close and healthy relationship between the proposed and existing educational system. Under no foreseeable circumstances will the introduction of this innovative system of adult education have any deleterious effect on any existing institutions of higher education, whether private, proprietary or public. On the other hand, there is every reason to believe that positive benefits can be felt by these institutions in the form of expanded enrollments, higher level of academic performance by entering students and an improved climate for higher academic achievement. One of the major functions of the Board of Trustees is to make certain that the Massachusetts Open University promotes non-traditional approaches to higher education and avoids duplication of any practice or programs available in existing colleges and universisites in Massachusetts.

Needed:an independent adult education sys[illegible]

The Governor's Task Force on the Open University discussed in considerable depth the possibility of simply absorbing the adult education and Open University function within the existing system of higher education. While the question has much merit, the reasons against this approach are most compelling. In fact, the Governor"s Task Force strongly favored an independent form of administration for the Open University.

The studies conducted by the writer also strongly support an independent Adult Education System. First of all, adult education is envisioned in this proposal, must, for the most part, be non-traditional in character, innovative in design and personalized in approach. The researches conducted by Professor Paul Mort and others at Columbia University on the Adaptability of Education to Changes clearly showed statistically that the major inhibitors to educational change included negative community attitudes, lack of financial support and apathy among most of the faculty members in existing institutions. Even a cursory examination of how changes take place in our colleges and universities today, with their multiplicity of interlocking committees, sub-committees and faculty governing groups would quickly reveal the hopelessness of introducting new, non-traditional practices, new degrees, and non-traditional programs in existing institutions. Collective bargaining also poses another formidable complicating element that militates against the absorption of new and non-existing adult education functions into the existing institutions of higher education. Understandably, unionization is primarily designed to serve the best interests of the faculty and professional workers in defining "working conditions". Admittedly,new programs,innovative practices, increased hours of contact time required of faculty on the campus in non-traditional programs do affect "working conditions". Thus, it would seem unfair and inappropriate to ask members of the existing faculties, through negotiations or otherwise, to subject themselves to working conditions and teaching practices that are vastly different from those described to the faculty member at the time when he was hired. On the other hand, an independent organization would eliminate this problem. New "working conditions" appropriate to the special needs of an Adult Education System could be set forth

Why,an independent Adult Education System in considerable detail. In this way, it would be possible to employ faculty members and administrators who are inherently committed to non-traditional approaches and whose "working conditions" would be understood clearly by them at the time of initial employment by the Adult Education System.

Another important reason against the absorption of the proposed Adult Education System into the existing institutions of higher education stems from natural and almost irresistible temptation on the part of a large number of existing institutions of higher education to adjust college standards of student performance DOWN to the level of incoming adults under the guise that present expectations of student performance are unrealistically high. If two separate systems are created, the temptation is removed. Realistically, under this proposal there is no reason for the erosion of academic standards. It will be the responsibility of the Adult Education System to raise the level of performance of a student to that which is required for him to enter "college-level" courses. Thus, instead of bringing academic standards down to meet the level of the student, the performance level of the student is raised to meet existing pre-requisite level of performance for entry into a "college-level" course. Educationally, this approach is salutory from the standpoint of both the student and the college. Students are allowed to enter regular college courses only when they are ready for them. It is both cruel and frustrating to allow a student to enter a class with other students who are better prepared for it: And it is unfair to qualified students when standards of performance in such courses are lowered. Furthermore, the college would be able to offer a more enriched course if the range of preparedness of the students entering such a course were narrowed down through the operation of an Adult Education System. Under the proposed Independend Adult

Education System, the scope and depth of learning that could be offered in our present colleges could be substantially improved. Furthermore, available financial and human resources earmarked for college education could be spent on providing "college-level programs". The responsibility for establishing remedial, developmental and preparatory programs would be assumed by the Adult Education System as part of the Basic Adult Education Program. This view is perfectly consistent with the Willis-Harrington Act,which provides that higher education should consist of "college-level" programs. The creation of preparatory college programs in the private institutions, in some public high schools, in community colleges and state colleges and universities was an invention of sheer necessity. These programs resulted from the absence of integrating Adult Education System. The need for such programs is so compelling that their development was simply inevitable. These institutions should be commended for assuming responsibilities far above and beyond their normal functions as high schools or colleges. However, since a comprehensive Adult Education System is being proposed, these functions should be assigned to their proper and logical place, where students may be offered many forms of educational opportunities without, in any way, interfering with the primary function of existing institutions of learning. As presently conceived, the proposed Board of Trustees for the Open University and Adult Education is specifically designed to provide a wide variety of educational opportunities for adults in a series of meaningful, realistic and articulated steps.

College-level
work for
college
students

The Central Professional Staff for the Open University and Adult Education

1. The President

He is the executive office of the Board of Trustees for the Open University and Adult Education. In this capacity, he has direct supervision over his own staff and has the overall responsibility for the operation of the Adult Education System, which includes both the Massachusetts Open University and Adult Education as defined in the beginning of this chapter.

The President and three major professional staff members are suggested for the central office of the system. The success of the proposed Adult Education System will almost entirely depend on the leadership qualities and specific competencies of the President and his three principal staff members one of whom exercises a line function relationship with the Director of each Regional Adult Education Center.

2. The Director of Planning, Research and Budget

As the one of the key persons in the top level adminstrative team of the Adult Education System, the Director of Planning, Research and Budget plays a crucial role. The Adult Education System is not envisioned as a new and separate educational enterprise. It is separate and distinct administratively for reasons earlier indicated. Thus, responsibilities associated with physical plant and capital outlay are quite minimal. System research studies, however, are vital for intelligent future planning. Such research findings form the basis for the development of educational programs within the financial commitment of the state. And finally, this staff member is responsible for the business affairs of the system including budget preparation, accounting of funds, pre-audit review and capital expenditures.

3. The Director of the Instructional Materials Production Center

Due to the non-traditional approach of both the Open University and the Adult Education Programs, special instructional materials may be required. The Director of the Instructional Materials Production Center will be responsible for the development and production

Special learning materials

of education materials requested by the Director of each Adult Education Center. Materials for instructional purposes may assume a wide variety of forms. They may be correspondence courses created by faculty or experts. They may be home use kits for science, accounting electronics, auto mechanic and the like. They may be radio or television tapes. They may be video tapes to be used at the various regional adult centers. The list of examples is endless and is limited only by the imagination of the faculty and those working in the programs.

4. The Executive Director-Massachusetts Open University and Adult Education

The principal academic officer of the system

The Executive Director is a line officer directly responsible to the President and serves as the major link between the top level administrative team and the Director of each Regional Adult Education Center. He is responsible for the operation of all of the Regional Adult Centers. He is the chief academic officer for the entire system. His office has administrative supervision for all programs within the Adult Education System. It sets the educational goals and direction for the system and develops specific guidelines regarding educational standards of student performance, and program requirements for the various certificates and degrees awarded by the Massachusetts Open University. These policies may be developed by an academic committee consisting of the Executive Director and all of the Directors of the Regional Centers. This committee makes its recommendations through the Executive Director. The Executive Director is responsible for developing policies and procedures designed to stimulate cooperative action between various educational institutions in the state. As the demands for space, more instructors and new programs develop he will work with the appropriate regional directors in promoting cooperation between the system and each respective institution. He requests funds, if necessary to compensate the cooperating institutions for providing needed services. He assists regional directors in locating appropriate educational programs for maximum accessibility and convenience of students.

The Executive Director also works very closely with the other two chief staff members of the presidential staff. Under normal circumstances the financial, spatial, staffing and educational needs of the Adult Education System are transmitted to the Executive Director from each regional director. It then becomes the responsibility of the Executive Director to work closely with his two counterparts in the central office and with the President to meet the demands of the various regional centers.

5. The Director of the Regional Adult Education Center

Each Regional Adult Education Center is administered by a director who has the complete responsibility for the operation of the center which is the crux of the proposed Adult Education System. The center undertakes whatever needs to be done from the standpoint of service and instruction. Service and coordination are the major roles of the Regional Center. Direct instruction is a secondary function. Adult service under the Associate Director of Student Service, including testing, guidance counseling, advisement and the preliminary assessment of previous work experience of adults in relation to the student's academic goals. Once the student is accepted in the Massachusetts Open University, however, the final approval of allowable credit for equivalent life experiences toward a degree rest with the Associate Director of the Massachusetts Open University in the regional office. The student, of course, would be entitled to appeal to an appropriate committee if he feels that the findings of the Associate Director are unjustified. Each Regional Director is a key person with the Adult Education System.

Regional Director-a vital element for the success of the system

He is the prime mover in the adult educational process. He is responsible for determining, planning, developing and offering adult education programs needed and appropriate to his region. Part of the offerings are based on direct student demand, part of them may be requested by business and industry, and part of them may be geared to the future regional needs. In any case, the Regional Director is both a catalyst and a facilitator in his region. He makes studies of needs, perhaps with the assistance of a local advisory committee and staff from the central office. He gives leadership to the development of courses or programs that he feels will satisfy the regional need and submits them to the central office for review and for the necessary support in funds, staffing, coordination and instructional materials. The Regional Director also makes the initial contacts with existing educational agencies describing the nature of the assistance required and ascertaining the degree to which regional educational institutions can meet the adult education needs of the Center. It is quite conceivable, for example, that none of the institutions in the region can provide a Primary Adult Education Program on a personalized basis. In such instances, the Regional Director, in consultation with the Executive Director in the central office, would plan, develop, staff, house and conduct such a program, utilizing direct financial and technical assistance from the central office of the Adult Education System.

New regional services for adults-not a new breed of regional colleges

As indicated earlier, the Regional Center is not primarily a school, college, or university where direct instruction is offered. It serves this function only when the required instructional services are not regionally available in the public schools, private and proprietary colleges and in the public institutions of higher education. The major thrust of the Regional Center is to make certain that all existing instructional services are put to full use in serving the needs of adults. If courses or programs needed by adults are not currently offered by regional institutions, the Regional Center should be in a position to arrange for the offering of such programs by existing regional institutions and should be prepared to compensate such institutions for this specific instructional service. On the other hand, if regional institutions are not able to provide such needed instruction, then, and only then, should the Regional Center offer direct instructional service to students.

Direct instruction-as a last resort

The Regional Center Staff

The Regional Center also includes four principal staff members who are directly responsible to the Director of the Center mentioned above. Each Associate Director has a major responsibility. The Associate Director in charge of the regional component of the Massachusetts Open University serves as "the regional arm of the Massachusetts Open University". Another major regional staff officer is the Associate Director of Adult Occupational Education responsible for training and re-training adults. The other two chief staff members of the Regional Center are the Associate Director of Basic Adult Education and the Associate Director of Student Services. Each staff position will be described in greater detail below.

1. The Associate Director of the Massachusetts Open University

The regional officer of the Open University

The Associate Director of the Massachusetts Open University is the regional officer of the Massachusetts Open University. He works very closely with the Associate Director of Student Services in all cases involving students who wish to pursue work toward the Associate or Bachelor degrees. All students seeking a college degree via non-traditional and innovative approaches would apply to the Associate Director of the Massachusetts Open University. The Associate Director of the Massachusetts Open University and his staff would be responsible for coordinating or providing all instructional experiences required by students pursuing studies toward a college degree. He would also be responsible for the approval of programs, courses, credit for allowable equivalent life experience and for credit by appropriate examination in accordance with policies, standards, and guidelines recommended by the Executive Director of the Open University and Adult Education in the central office and approved by the President and the Board of Trustees.

The Associate Director of the Massachusetts Open University, is directly responsible to the Regional Director and works closely with him in promoting a spirit of cooperative, non-competitive, co-existence with all of the colleges and universities within the region. He has the major responsibility for the planning, development and implementation of all college-level instruction not available in existing institutions within his region. Through the Regional Director, he works with the central office in the development of non-traditional instructional materials or practices, which include instruction by television,telephone, teletype, direct access information, computers, correspondence, home study kits and the like This is not intended to be a comprehensive description of the work of the Associate Director of the Massachusetts Open University. Obviously, as the system begins to take shape, the nature of the duties of this staff member will be more clearly defined.

2. Associate Director-Adult Occupational Education

Regional training programs

This staff member would be primarily responsible for all levels and types of Occupational Education (Vocational) below "college-level". Post-secondary career programs would remain within the jurisdiction of the present community college system. Only students desiring to enroll in non-traditional college-level occupational programs would do so through the Associate Director of the Massachusetts Open University.

Others would continue to apply for admission to community colleges and four-year institutions. The Associate Director for Adult Occupational Education would be responsible for the training and re-training of all adults in occupational type endeavors. The Director would work closely and cooperatively with all secondary and vocational schools in the region. If such programs are not available in the region, he would encourage such schools to offer these programs and reimburse them for such service through the central office.

3. Associate Director- Basic Adult Education

The three R's for adults

This staff member is responsible for providing the "missing link" in American adult education. Briefly, he must offer a wide variety of learning options so that an adult may start wherever he is educationally even at first grade of elementary school and move toward his educational objectives. The Associate Director of Basic Adult Education is responsible for providing both conventional and non-traditional education for adults ranging from what a person would normally learn in the first grade of elementary school through the fourth year of high school. On a regional basis, he would thus be responsible for all Basic Adult Education Programs that are now offered in two year and four year colleges under such titles as open learning, remedial program, developmental education, educational opportunities, open college and basic adult education. Consequently, for adults who are academically oriented toward a college degree this staff officer would have the responsibility of providing the necessary educational experience for such students. He would have the duty of preparing college bound adults for direct entry to regular college programs at the freshman level, and of articulating his terminal performance objectives for these students with those required for initial entry to a college program.

College preparatory instruction

Obviously, not all adults desire to pursue work toward a college degree. The Associate Director for Basic Adult Education would also be responsible for preparing adults for the General Education Development (GED) examination if the student desired a high school equivalency certificate. Still other adults may simply want to pass a certain Civil Service Examination. The program can be so designed to accomodate this and other adult needs. Programs for non-English speaking adults would also come under the purview of this staff officer.

High school diploma

4. Associate Director of Student Services

This chief staff officer in the Regional Office supplies the second important "missing link" in American adult education- Adult Educational Services. Testing, personal guidance, educational advisement and general counseling are the basic elements of an urgently needed adult educational service. Except for a few privately operated centers, these services are not available to [illegible] adult population of America, in general, and Massachusetts, in particular.

Adult educational services

The Associate Director of Student Services provides a wide spectrum of basic services. He administers a large variety of tests depending upon the needs and desires of the adult. He interprets the results of these tests to the clients and advises them accordingly. He assists them in a number of constructive ways ranging from "how to get a job" to a suggested program for self-improvement involving programs in existing educational institutions or non-traditional approaches under the jurisdiction of the other three major staff members in the regional office. The value of this staff officer to the welfare of adults in his region cannot be expressed in a few words. Obviously, he is priceless in advisement for self-improvement through education. To some degree, he may have a beneficial effect in reducing the state budget for public welfare by encouraging people now on welfare rolls to train for unfilled

Testing and advisement

From welfare rolls to tax rolls

existing vacancies requiring skills that can be acquired by such adults. And finally, within the realm of potentiality and conjecture, he may, in some measure, contribute to an improved mental health for adults in several ways. He could reduce frustrations among adults by giving them positive and realistic guidance. He could promote self-fulfillment through perceptive advisement. And he might be able to reduce boredom on the part of some adults by directing them toward worthwhile public service. Would these activities reduce the number of adults suffering from mental health problems? Only time will tell.

Improved mental health as a potential bonus to society

PHASE I

From Concept to Substance

The transformation of a concept into a substantive form is, at best, a slow and frustrating endeavor. The nature of these changes in the creation of an Adult Education System in Massachusetts are metamorphic in character. The growth of the system will likely occur as a series of sequential steps ranging from a modest beginning to the ultimate system. A review of Chapter 4 clearly discloses that the ultimate Adult Education System is comprehensive in scope, far-reaching in educational impact, and unprecedented as a unified approach to the education of adults. The educational technology and methodology for the creation of such a system already exists in one form or another. The educational ingredients are all available, but the finished product is not yet in full view. The creative process is just beginning. There is need to invent. There is need to explore. There is need to experiment. There is need to prove and to improve on adult pedagogy. There is need to be bold. And there is need to be adventurous. The potential for success in the formation of a comprehensive Adult Education System is high but rhetoric alone will not achieve it. A concrete plan is needed. A plan that is clear in direction, but one that is methodical, constructive and

Gradual in development

and gradual in progress. The plan embodies the principle of gradualism calling for a modest beginning which lays the foundation for the ultimate creation of a full scale Adult Education System for Massachusetts. Clearly, it is neither practical nor prudent to simply superimpose a comprehensive Adult Education System of the scope described in this writing on the existing educational pattern within the state. The ramifications of such a superimposition on the present system of higher education cannot be easily foreseen. In addition, the suggested Adult Education System for the Commonwealth represents a pioneer movement in which many elements would require further development and refinement. Thus, it would seem both appropriate and reasonable to create the ultimate Adult Education System in two phases. The first phase would be focused on a concentrated experimental pilot operation designed to pave the way for the full development of the system under Phase II. At the conclusion of Phase I, however, the results will be known and a valid plan for Phase II can be drafted at that time based on previous experience gained during Phase I.

Phase I-a pilot model

The detailed step-by step plan of action presented below constitutes Phase I in the creation of an Adult Education System in Massachusetts.

Step I. The Creation of an Interim Governing Board

It is well known in the educational profession that effective progress in the learning can occur only if one starts "where the student is". Similarly, real progress can be made in the creation of an Adult Education System if we start "where we are" and plan accordingly. Let us summarize the present state of adult education in Massachusetts. There is no comprehensive Adult Education System. There is no body or state agency directly or indirectly responsible for the type of Adult Education system presented in this study. There is, however, a Governor's Task Force currently studying the possibility of establishing

The Governor's Task Force on the Open University

an Open University in Massachusetts. The curriculum committee of the Task Force, in its study of non-traditional approaches to adult education,has found that the need for adult education is much broader in scope than degree programs. The Task Force, as of June 1974, had reached no agreement regarding the specific functions and responsibilities of Open Learning Centers or of the Massachusetts Open University. Neither was there any consensus with respect to curriculum structure of budgetary matters.

In view of the foregoing summary, it is suggested that an interim commission, consisting primarily of professionals dedicated to and familiar with adult education, be established. This commission would be responsible to the existing Board of Higher Education which would assume direct supervision over the Massachusetts Adult Education system in a temporary (Phase I) basis. Its authority would be limited in some respects. Excluded from this authority would be continuing education programs, evening divisions of college programs, and the like. Included in its authority would be all programs or instruction involving Occupation and Basic Adult Education and the Massachusetts Open University as defined earlier in this chapter. The Commission should include representatives from each of the five sectors of public higher education, from private colleges and universities, from proprietary schools, from public schools, vocational schools, business and industry and present Task Force.

Interim commission with de-limited authority

The Commission for Adult Education

It is suggested that a Commission consisting of the following members be created:

Membership-Interim Commission

Source of Membership	Suggested Number
President (or designee) Univ. of Mass.	1
President (or designee) State Colleges	1

Source of Membership	Suggested Number
President (or designee) Lowell Univ.	1
President (or designee) Southeastern Mass. Univ.	1
President (or designee) Community Colleges	1
President (or designee) private colleges and univ.	3
Commissioner (or designee) public schools	1
Vocational (or designee)vocational schools	1
Present Task Force-Open University *	5

*Appointed by Governor

The Commission would remain in force during Phase I and exercise all the duties, powers, and responsibilities normally ascribed to an educational governing board within the limits set forth in its creation. It would set policy, develop both long and short range goals, approve budget requests, employ staff, set forth administrative guidelines and oversee the general operation. The President of the Massachusetts Adult Education System employed by this Commission would serve its executive officer.

Step II. Initial Planning

Once the Commission is established and organized, it should determine the extent of its initial thrust and request funding from the Commonwealth of Massachusetts to employ principal staff for planning and preliminary activity leading to the birth of three or four Regional Adult Education Centers in various parts of the State.

Limited Beginning

Starting small-planning big

It is suggested that the inauguration of the Massachusetts Adult Education System be modest in size, broad in scope of educational services and selective in initial emphasis. Research and development and continuous assessement of the outcomes related to Adult Education System should be one of the basic functions of Phase I. In this way, a sound foundation can be laid for the eventual development of a full scale Adult Education System for Massachusetts. It would be sheer folly to plunge immediately into a full size operation of a system which is still at the conceptual stage. It is wiser to advance slowly at first in this particular instance, and take positive action based on the findings of a well conceived and staffed ~~research,~~ development and assessment unit.

Number of Education Centers at the Outset

It is suggested that no more than four nor fewer than two centers

Pilot Study

be established initially. They are listed in order of priority based on a qualitative judgment of overall need.

1) One Adult Education Center should serve the Greater Boston area could be located on one of the campuses listed below.

  a. Bunker Hill Community College
  b. Boston State College
  c. University of Massachusetts at Boston
  d. On one of the private college campuses

2) One Adult Education Center should serve Southeastern Massachusetts and could be located either-

  a. Bristol Community College
  b. Southeastern Massachusetts University
  c. Bridgewater State College
  d. Private college campus

3) One Adult Education Center should serve Northeastern Massachusetts and be located either-

  a. Northern Essex Community College
  b. Lowell University

c. Salem State College

d. Private college campus

Or, this Center could serve Central Massachusetts and be located at either-

a. Quinsigamond Community College

b. Worcester State College

c. Fitchburg State College

d. Private college campus

4) One Center should serve Western Massachusetts and could be located at either-

a. Springfield Technical Community College

b. Holyoke Community College

c. Westfield Community College

d. Private college campus

In locating the several Adult Education Centers on college campuses, it is strongly recommended that no single type of campus be selected for all of them. From a purely experimental point of view it would be ideal if one Center could be located on each type of campus--one on a university campus, one on a state college campus, one on a community college campus and one on a private college campus.

Step III. Staffing and Funding-First Year

First year staffing

In determining the initial budget request, for the first year, it is suggested that the following positions be created and funded for the central administrative office.

1. President

The President will serve a dual function during Phase I. In addition to the duties of President, he will serve as the Executive Director, Massachusetts Open University and Adult Education.

2. Director of Planning, Coordination and Budget

Since Phase I lays the groundwork for Phase II, this staff member will be responsible for present and future planning in the development of the Adult Education System and for all budgetary matters. He will also assist Regional Directors in coordinating programs with the several existing educational institutions.

3. Director of Research and Assessment

Research-the key to intelligent development

It is essential that such a professional person be employed during Phase I. He could serve a dual role. In addition to directing research and development and making continuous assessments of the effectiveness of the venture, he will be responsible for developing instructional materials for the Regional Centers.

4. Ancillary and Secretarial Staff

In developing the budget for the Central Administration Staff for the first year, it is essential that funds also be provided for at least:

a. Three staff assistant persons-professional to assist principal administrators

b. Four secretaries

5. Other Costs

The initial budget should include funds for items such as:

a. Rental of office space

b. Telephone

c. Office equipment

d. Stationary and supplies

e. Postage

f. Travel

g. Conferences in central office

h. Funds for negotiating with cooperating institutions for special programs, equipment or space in anticipation of making the Regional Adult Education Centers operative

i. Funds for the production of instructional materials or programs. (Student home study kits,correspondence courses, tapes, etc.

Step IV. Staffing and Funding for the Second Year Requested During the First Year

First year expectations

Anticipated Accomplishments for the First Year

Hopefully, by the end of the first year after the Commission becomes operative the following measures will have been accomplished:

a. The central staff will have been hired and have been working for the major part of a year.

b. The President together with his staff will have developed concrete plans for the operation of a number of Regional Adult Education Centers and will have presented them to the Commission for approval.

c. The Commission will have adopted policies and general procedures for the initial operation of the system.

d. The Regional Centers will have been selected and arrangements will have been made for housing them.

e. The initial academic or vocational thrusts in Adult Education will have been determined by the President and his staff and will have been approved by the Commission.

f. Cooperative action among the various institutions of learning will have been explored in line with the anticipated initial needs of the system.

Funding Central Office-Second Year of Operation

There should be no need for substantial increase in the budget in the central office for the second year other than step increases and cost of living allowance. There may be a need for some increase in funds for the development and production of instructional materials in preparation for the operation of the Regional Adult Education Centers.

Funds for Staffing Each Adult Education Center During the Second Year

The budget request for each planned Regional Adult Education Center should include funds for the following items:

1. Director-Regional Adult Education Center

Second Year Staffing

During Phase I the Director will serve two functions. In addition to the duties and responsibilities of the Director, he will also assume the role of the Associate Director, Massachusetts Open University.

2. Associate Director-Testing, Advisement and Student Services

This staff member will probably have more than a full load in his capacity of Director Student Services. It is conceivable that he will need a professional assistant when the Center becomes operational.

3. Associate Director- Basic Adult Education

This staff member will assume two roles during Phase I of the development of the Massachusetts Adult Education System. He will also be responsible for Adult Occupational Programs.

4. Ancillary, and Secretarial Staff

Each Center should also include:

One Staff Assistant-he will be assigned to the Director in helping to facilitate activities of the Center.

Three secretaries

One receptionist

5. Other Costs

Second year funding should also include funds for the following items in each Regional Center.

a. Rental of space

b. Telephone

c. Office equipment

d. Stationary and supplies

e. Postage

f. Travel

g. Regional Conferences

Step V. Funding for the Third Year Requested During Second Year

Anticipated accomplishments during second year

At the completion of the second year, it can be reasonably expected:

a. That the Commission has finalized policies, procedures and guidelines in sufficient detail to make each of the Regional Centers operational.

b. That the central staff has made all arrangments with the cooperating institutions for the initial operation of the Adult Education Programs.

c. That the central staff together with the Director of each Regional Center is, at least, prepared to initiate:

1) The operation of the Massachusetts Open University.

2) The operation of an Advanced Basic Adult Education Program preparing adults for either the high school equivalency certificate or for "entry to college-level work" as freshmen in the various colleges.

3) The operation of occupation(vocational)programsin one or two areas of learning with plans for expansion into other fields.

4) The planning phases for the expansion of Primary and Intermediate Basic Adult Education including cost of anticipated staffing, rentals and materials.

d. That the central office, together with each Regional Director is in the process of making ready for instant use programs and instructional materials not regionally available.

e. That maximum use of courses, programs, staff and facilities, in existing schools and colleges has been mobilized on a cooperative basis among the several participating institutions within the respective region.

Funding Requested During Second Year

1. Funds for the Central Office

No increase in personnel is anticipated in the central office. Additional funding would be needed primarily to cover cost increases and production of new instructional materials.

2. Funds for the Regional Offices

Funds for commencing regional operations at the beginning of the third year

In addition to funds for normal cost increases, each Regional Office will need funds for:

a. One receptionist-secretary

b. One staff assistant to work with the Associate Director-Basic Adult Education

c. One Counselor to assist the Associate Director of Counseling

d. Compensation to cooperative institutions for programs and courses not normally offered by them

e. Programs of instruction in Occupational or Basic Adult Education provided by the Regional Center. Such funds would include the cost of teaching staff, rentals and instructional materials

Step VI-High Level Planning.

Planning the change from interim to permanent governance

During the third year, the Board of Higher Education should consider establishing a permanent governing board for the Massachusetts Adult Education System. The Commission should be prepared to make at least a tentative recommendation to the Board of Higher Education at this time. The Board of Higher Education will then be in a position to sponsor legislation or take any other appropriate action before the Commission terminates its function at the end of the fourth year.

In the normal course of events, the Commission will keep the Board of Higher Education fully informed of its progress including a prognosis of the actual or probable success of the undertaking. Thus, the Board of Higher Education will have ample information and lead time to conceive and create an appropriate permanent Board of Governance for the Massachusetts Adult Education System.

Step VII. Funding Fourth Year Requested During the Third Year

Summary of expected progress

The fourth year is envisioned as a time for re-assessment and planning. No additional staffing or programming is anticipated. Each Regional Center should concentrate on streamlining its efforts without additional staffing during this fourth year. Effectiveness of the programs thus far developed should be reviewed and re-assessed on the strengths and weaknesses of the operation. Comprehensive reports should be made by each Regional Director to the President who will in turn present his conclusions and recommendations to the Commission based on all available research data and information from each Regional Center. The Commission, not later than the middle of the fourth year, will submit its recommendations to the Board of Higher Education regarding the future developments of the Massachusetts Adult Education System.

Research findings and operational information needed for initiating Phase II

Upon receipt of the final report from the Commission as indicated above, the Board of Higher Education will take whatever final action is necessary to establish a permanent Board of Trustees for Adult Education, if this action is warranted at that time.

Step VIII. Conclusion of Phase I

Year of transition

By the end of the fourth year, the Board of Higher Education should be prepared to turn the governance of the Adult Education System over to a more permanent governing body. It is assumed, of course, that the Board of Higher Education has had the advantage of a continuous evaluation of the undertaking from its inception four years earlier and that it has worked closely with the Commission and the President in determing the most appropriate governing board for this enterprise. It is also presumed that the Board of Higher Education has sought and received legislative support for the establishment of a permanent Adult Education System in the Commonwealth. It is strongly suggested that the new board be created and organized not later than the middle of the fourth year, so that the Commission and the permanent board can work together for a half-year in order to provide continuity.

According to this proposal, Phase I is terminated at the end of the fourth year. The new Governing Board will inaugurate Phase II at the beginning of the fifth year.

OUTLINE OF PHASE II

Releasing the full potential of adult education

Phase II marks the beginning of the second stage in the development of an effective Adult Education System for Massachusetts. After four years of accumulated research and experience in a pilot program, the Board of Higher Education will be able to determine the future direction and growth of the fledgling Adult Education System. The hypothesis underlying the need, scope and substance of the system will hopefully have been tested and validated by that time. Thus, the Board of Higher Education can be in the enviable position of triggering the release of the full potential of adult education in Massachusetts and of bringing it to full fruition within a decade with the help of a conscientious legislature and a dedicated group of state officials and professional educators.

Anticipated outcomes under Phase II

Phase II cannot obviously be set forth with the same degree of specificity as was possible in discussing Phase I. Nevertheless, the general character of the future expansion of the Adult Education System can be described in less precise terms. Under Phase II, it can be reasonably expected:

1. That the number of Adult Education Centers in Massachusetts will increase to about fifteen. They are likely to be distributed as follows:

Area	Number
Western Massachusetts	3
Central Massachusetts	2
Western Boston Suburb	1
Northern Boston Suburb	1
Southern Boston Suburb	1
Northeast Massachusetts	2
Southeastern Massachusetts	2
Boston and environs	3

A full scale Massachusetts Open University

2. That the Massachusetts Open University, independently or in cooperation with existing institutions, will offer the Associate Degree, Bachelor's Degree and Master's Degree using a multitude of innovative and non-traditional approaches.

3. That Adult OccupationalEducation will provide training, re-training and refresher programs to a vast number of adults involving a multitude of skills.

Massive training and re-training opportunities-

4. That Primary, Intermediate and Advanced Basic Adult Education will be easily accessible to any adult desiring it. The programs will be personali~~zed~~ along the lines currently used in Long Beach City College (California) or its equivalent.

New hope for Spanish and Portuguese speaking adults

5. That personalized Basic Adult Education will include programs in which English is a second language, particularly for persons whose native tongue is Spanish and Portuguese.

A better chance for the disadvantaged

6. That personalized Basic Adult Education Programs will be designed for the educationally disadvantaged preparing them to enter freshman level courses in college without "watering down" present college standards of performance, or for better job in line with the abilities and interests of the individual.

Potential for attracting new industries

7. That the potential for the instant training of workers for new industry considering to locate in Massachusetts via the Adult Education System will be extremely attractive to industries considering expansion.

The system will eventually pay for itself

8. That the aggregate of the wage and salary increases of individuals who participated in adult education programs will, over the productive life of the students more than pay for the cost of operating the adult education system through corresponding increases in both the state income and sales taxes

9. That non-traditional education will be developed for both the Open University and Basic Adult Education and become universally available to all adults in the Commonwealth.

Discussion of the Suggested Plan for Massachusetts

Underlying Philosophy

In deriving the proposed plan for an Adult Education System for Massachusetts, it was postulated that any pioneer venture, such as this, Gradual start with rapid acceleration

should advance gradually at first, one solid step at a time, and at an accelerated rate as more research and experimental data is gathered, analyzed and translated into constructive and positive future action. The basic philosophy in this approach is to "make haste slowly." In a sense, the plan is designed to keep one foot solidly planted on one stone while the other foot is probing for another equally solid stepping stone submerged in a stream among lily pads. The next step forward is not taken until it is fairly certain that the newly discovered stone is as sound as the preceding one.

In this case, the application of the principle of gradualism is fully justified. There is at this time no comparable comprehensive Adult Education System in America from which to draw information. There are, of course, parts of the proposed system operating in one form or another. But, the effectivness of the proposed Adult Education System depends greatly upon how these parts are combined and upon the creation and assimilation of new ones. Progress must remain fluid. Thus, the nature of this proposal demands not only that progress be gradual but also that it be reversible. In other words, if a step was taken in what appeared to be a promising direction and it turned out to be disappointing, it should be possible to "back-step" and repeat the probing process.

Action in Relation to Time

In accordance with the foregoing philosophy, the time plan for action is designed to move slowly at first in Phase I and very rapidly under Phase II. The time line, for the purpose of this discussion, begins when the Commission has been appointed and is organized for action. Thus, "time zero" is when the Commission is organized for action.

First Year

"Seed Money"

From the standpoint of funding, the first year is unique. Funds are needed for two purposes. It is necessary to have funds available for the initial staffing of the central office during the first year. It is also imperative that funds be requested during the first year for the staffing of a limited number of Adult Education Centers to be established during the second year so that these Centers can become operational during the third year. It might simplify matters, however, if the Board of Higher Education could request the necessary funds to establish the central office prior to or at the time it establishes the Commission. In this way, the Commission, once organized, can proceed quickly in the search and selection of a President, who, once employed, will recommend the hiring of additional staff members who could begin their duties, hopefully, before the end of the first year.

Second Year

Staffing and planning for "first day of operation"

During the second year, the central office will be fully operative. The President and his staff will be recommending policies, guidelines and personnel for the several Adult Education Centers to the Commission. During the second year, these Centers will become staffed at full strength and preparations will be made for the initial operation of the Adult Education System at the beginning of the third year. Also, during the second year, the Commission will submit its budget request to the Board of Higher Education for the initial operation of selected elements of the Adult Education System during the third year.

Third Year

The system becomes operative

After two years of staffing and planning, the Massachusetts Adult Education System is in functional readiness for activation at the beginning of the third year. Hopefully, the Massachusetts Open University can be energized at this time. Also, it is reasonable to assume that a fairly well developed Advanced Basic Adult Education program is ready to serve adults who are not quite prepared to undertake "college-level" work. As soon as this program becomes operative, those agencies currently involved in this activity, because no one else was doing it, can re-direct their financial and human resources in fulfilling the primary function of that institution. This is also a time for self-evaluation by the Commission in relation to the objectives of the system.

Fourth Year

The fourth year is envisioned primarily as one of consolidation, evaluation and strengthening. It is not one of expansion or growth, but rather one of self-assessment, re-examination, re-affirmation and, if needed, re-direction.

Phase I ends-
Phase II
begins

During this year, the Commission makes its recommendations to the Board of Higher Education regarding the future of the system. If the studies and research indicate that the system has lived up to its expectations or can be made to do so, the Board of Higher Education will take the necessary action to establish a permanent governing body for the system. During the middle of the fourth year, a Board of Trustees, or is equivalent, should be named and organized so that it can work with the Commission during the last six months of the life of the Commission. In this manner, it is possible to provide a period of transition between the phasing out of the Commission and the introduction of a Governing Board of Trustees.

Fifth Year

Period of
rapid
growth

The beginning of the fifth year ushers in Phase II of the Adult Education System. A permanent governing board is in power. The pil system has produced a wealth of valuable information. A rapid growth in both the number of Adult Education Centers and the scope of their services can be anticipated according to demonstrated public demand. The emphasis of the Adult Education System can be adjusted and re-adjusted. The new Governing Board, together with its professional staff, will be in an excellent position to submit its long-range plans to the Board of Higher Education for review and reaction. The new Board can prepare a five year projection budget related to expected educational outcomes. It can specify staffing requirements at the various existing and proposed Regional Centers as well as indicate additional personnel needs in the central office. And finally, the long range plan can present and explain an expansion of services for adults, together with an objective assessment of the effectiveness of the services rendered thus far.

The Time Line

A diagram of the suggested time line is presented on page 116a This time action diagram is a visual representation of the thoughts presented in this section. It gives a quick overview of the time element associated with the development of the Massachusetts Adult Education System.

Budgetary Implications

Any enterprise of the magnitude suggested in this proposal must, as a practical matter, be concerned with cost. This proposal is specially designed so that the overall cost of adult education can be controlled. From the outset, the writer was conscious of the financial aspects of an Adult Education System and devised the system in such a manner that it can be easily tailored to fit the level of expenditure allocated to it at any given time.

BEST COPY AVAILABLE

TIME LINE

FOR THE DEVEOPMENT OF THE MASSACHUSETTS ADULT EDUCATION SYSTEM

	0–1 YEARS	1–2	2–3	3–4	4–5
ACCOMPLISHMENTS	• COMMISSION OPERATING • CENTRAL OFFICE STAFFED • INITIAL PLANNING FOR REGIONAL CENTERS COMPLETED	• CENTRAL OFFICE IN FULL OPERATION • STAFFING OF REGIONAL CENTERS COMPLETED • PREPARATIONS COMPLETED FOR ENROLLING STUDENTS IN REG. CENTERS	• REGIONAL CENTERS BECOME FULLY OPERATIONAL • RESEARCH STUDIES COMPLETED • SELF-ASSESSMENT STUDY BEGINS	• CONSOLIDATION AND STRENGTHENING OF PROGRAM • COMMISSION MAKES RECOMMENDATIONS • PERMANENT BD. OF TRUSTEES NAMED • COMMISSION DISSOLVES	• NEW BOARD ASSUMES CONTROL • PHASE II COMMENCES
FUNDING	• INITIAL FUNDING FOR CENTRAL STAFF • REQUEST ADDITIONAL FUNDS FOR STAFFING REGIONAL CENTERS AND RESEARCH	• REQUEST FUNDS TO MAINTAIN CENTRAL OFFICE • ADDITIONAL FUNDS FOR PREPARATION OF INSTRUCTIONAL MATERIALS. • ADDITIONAL FUNDS FOR TEACHERS, TUTORS AND ADVISERS AT REGIONAL CENTERS.	• REQUEST MAINTENANCE FUNDS • ADDITIONAL FUNDS FOR STRENGTHENING REGIONAL CENTERS. • ADDITIONAL FUNDS FOR RESEARCH AND ASSESSMENT STUDIES	• REQUEST MAINTENANCE FUNDS • REQUEST FUNDS FOR EXPANDING THE NUMBER OF CENTERS IF STUDIES SHOW THAT SUCH IS WARRANTED	• NEW BOARD BRINGS THE FUNDING PATTERN IN BALANCE WITH THE LEVEL OF COMMITMENT BY THE STATE.

The cost of operating the entire system can be controlled in several ways. First and foremost, it is a simple matter to limit the number of Regional Centers. For example, if only a single center were desired, the central staff could well serve the major needs of the system. Thus the cost would be quite minimal. On the other hand, the number of centers could range to about fifteen, in which case the cost would rise proportionally. For reasons of economic efficiency, it is strongly recommended, however, that not fewer than three centers be considered, and preferably four. Another effective way of controlling costs is to limit the scope of educational services. Here again, it is strongly urged that the scope of the services include at least the Massachusetts Open University and the Advanced Basic Adult Education Program. If at all possible, occupational training should also be included.

Initial Budget for First Year

1. Commission Expense

a. Secretarial services	$5,600.00	
b. Postage, telephone	600.00	
c. Stationary, office supplies	800.00	
d. Office equipment	1,600.00	
e. Travel	2,000.00	
f. Consultant Services	5,000.00	
g. Rental of space	2,400.00	
Total Commission Expense		$18,000.00

Total Brought Forward		$18,000.00
2. Central Office		
a. President	$40,000.00	
b. Director Planning & Budget	20,000.00	
c. Director Research & Development	25,000.00	
d. Four secretaries	25,000.00	
e. Three staff assistants	27,000.00	
f. Rental office space	5,000.00	
g. Telephone	4,000.00	
h. Office equipment	11,000.00	
i. Stationery and supplies	3,000.00	
j. Postage	1,500.00	
k. Travel	6,500.00	
l. Instructional materials-production and equipment	20,500.00	
m. For services from cooperating agencies	20,000.00	
		208,500.00
Total budget for First Year		$226,500.00

II. Budget for Second Year

1. Central Office		
a. Previous year salaries	137,000.00	
b. Rental	5,000.00	
c. Telephone(4,000)Postage 1,500.	5,500.00	
d. Stationery and supplies	4,000.00	
e. Instructional materials-production and equipment	64,000.00	
f. Services cooperating agencies	20,000.00	
g. Travel	6,500.00	
h. Salary increments	8,000.00	
Total		$250,000.00

2. Four Regional Centers

a. Director Regional Adult Educa.Center	$30,000.00	
b. Assoc. Director,Testing,Advisement	25,000.00	
c. Assoc. Director Basic Adult Educa.	25,000.00	
d. Staff assistants	9,000.00	
e. Three secretaries	18,000.00	
Total Personnel		$107,000.00
f. Rental space	10,000.00	
g. Telephone	5,000.00	
h. Office equipment	12,000.00	
i. Stationery and supplies	5,000.00	
j. Postage	2,000.00	
k. Travel	4,000.00	
l. Regional conferences	5,000.00	43,000.00
Total for one Center		$150,000.00

Total Cost for Four Centers	$600,000.00
Total Budget for Second Year	$850,000.00

III. Budget for Third Year

1 Central Office

a. Previous year salaries	145,000.00
b. Other costs	105,000.00
c. Salary increments	8,700.00
d. Instructional materials	500,000.00

2. Four Regional Centers

a. Previous year salaries	428,000.00
b. Other-less equipment	124,000.00
c. Salary increments	25,000.00
d. Salaries-instructional	400,000.00

Total Budget for Third Year $1,236,000.00

IV. Budget for Fourth Year

1. Central Office	
a. Previous year salaries	$153,700.00
b. Other costs-previous year	605,000.00
c. Salary increments	9,300.00
d. Instructional materials-additions	100,000.00
2. Four Regional Centers	
a. Previous year salaries	454,680.00
b. Other costs-previous year	523,000.00
c. Salary increments	27,300.00
d. Additional instructional services	2,000,000.00
Total Budget for Fourth Year	$ 3,872,980.00

Educational Returns for Funds Expended

During the fourth year, it is anticipated that about 4000 full time equivalent students can be served by the system. If it is assumed that students will be taking 1/4 of a full load, as many as 16,000 different students could participate in the adult education program through the four Regional Adult Education Centers. Realistically, it is not likely that this potential enrollment will be reached during the fourth year due to the pioneering nature of this endeavor. However, the economic efficiency of the system will improve dramatically as new knowledge about adult education can be used to develop more effective practices in the education of adults.

Analyses of the Proposed Budget

In order to put the suggested four year budget for the creation and Phase I of the Massachusetts Adult Education System in proper perspective, it might be helpful to present, a brief sketch of the historical and philosophical aspects associated with education and public spending in the Commonwealth. For the past three hundred years, Massachustts has been from time to time the undisputed leader in education in the United States. On April 14, 1642, the General Court passed the "Satan Deluder Act" which marked the birth of public education in America. Five years later, in 1647, the General Court of Massachusetts scored another first by decreeing that the citizens of the Commonwealth could be taxed to support and maintain public education. In 1821, the first public high school in the country was established in Boston and for the first time in America had a state legislature allowed public funds to be used for education above "grammar school." During this same period, the first Teachers College in the United States was established in P[illegible]e, Massachusetts, a second was located in Lexington and a third in Bridgewater. The first two were later discontinued, but Bridgewater State College still remains as the oldest former Teachers College still in operation in America. Historically, it cannot be denied that these "firsts" have had a profound and lasting influence in shaping the education of America. But, the saga of leadership does not end with these feats. There have also been a number of other important firsts in Massachusetts, in guidance, in kindergarten programs and instructional methodology. Hopefully, the time is at hand when Massachusetts can assume national leadership in adult education by creating the first comprehensive Adult Education System in America by 1975, thus maintaining its proven traditions of the past.

The General Court of Massachusetts has also been very receptive to innovative proposals even before the need for them were perceived nationally. An excellent recent example is the adoption of "no-fault motor vehicle insurance." The case for the urgent need of a comprehensive Adult Education System in America has already been made. Its funding is paramount in meeting this demonstrated need. Philosophically, it is axiomatic that if public funds are spent efficiently and effectively for needed public services, such expenditures are justifiable a priori. Further, if such funds are of benefit to the society as a whole, as adult education is, and if adult educational opportunities are available to all who desire them for self-improvement, it follows that such spending represents a responsible and wise management of public funds.

Rationale Underlying the Proposed Budget

Requested funds should be necessary and sufficient

The primary goal of this suggested budget is to request, and hopefully, receive, only such funds that are both necessary and sufficient to accomplish the purposes set forth for a given year. A review of the requests for each year clearly demonstrate this principle. Padding of budgets should be avoided.

Funds for initial planning and development

During the first year, it is expected that the Commission will be created and that the President and his immediate staff will be employed. It is also expected that all professional persons in the central office will be working for part of the year depending upon the speed with which search, selection and employment can be accomplished. By the end of the first year, the central office should have been able to present policies, procedures and plans for the establishment of a number of Regional Centers to the Commission. Complete job descriptions for the Regional Directors would be ready in accordance with the functions initially ascribed to Regional Centers. Statements of the qualifications of other personnel envisioned for each Regional Center should be prepared at least in outline form. Estimates of all projected costs, including staff, equipment, supplies and other related needs should be estimated as realistically as possible and fully justified.

Funds for educating adults in two or three major programs

The budget for the second year is necessary and sufficient to complete the staffing of the Regional Centers and to make all preparations for launching the adult education program at the beginning of the third year. The central office will have had a year to consolidate and stream line its operation. It will have the strength to greatly assist the Regional Directors in planning, coordinating and in the production of instructional materials and programs. By the end of the second year, all of the staff for a limited number of Regional Centers would have been employed and would be in a position to embark on the Massachusetts Open University program as well as laying the groundwork for one or two Basic Adult Education Programs.

The budget for the third year sets the Adult Education Program in motion. The substantial increase in expenditures is required at this time to pay the salaries of part and full-time teachers and tutors, to compensate cooperating institutions for educational services provided by them and to produce special teaching materials and student home study kits used by students in the program. Also there is need to expend additional funds for research, development, and self-evaluation associated with the operation. The information resulting from this important activity will serve as a basis for making future plans.

Funds for strengthening programs and refining learning experiences

The funds requested for the fourth year are necessary and sufficient to have accomplished the objectives listed below:

1. The central office will have achieved maximum effective output for the limited Adult Education Programs.

2. Each Regional Office, by this time, is in full effective operation and in a position to enrich and expand its services.

3. The Massachusetts Open University should be well established and organized by the end of the fourth year.

4. The Adult Education System should be in readiness to introduce a substantial program in advanced Basic Adult Education and in Adult Occupational Training at the end of the fourth year.

5. The expenditures devoted to research and evaluation during the previous three years should bear valuable fruit from about the middle of the third year to the middle of the fourth year. The Director of Research should be able to provide the Commission with a wealth of information supporting recommendations for the future development of the system.

6. The Board of Higher Education will have had sufficient information from its pilot studies by the end of the fourth year to make intelligent decisions with relation to the direction and nature of the Adult Education System and to create a permanent Governing Board, if this action is warranted at that time.

Summary of Expected Outcomes from Proposed Budget

It is reasonable to assume that the suggested funding is necessary and sufficient:

1. To get the central office started and developing a plan of action by the end of the first year.

2. To continue the planning activities of the central office and to get four Regional Offices started and working by the end of the second year.

3. To set the Adult Education System in motion at the beginning of the third year. Students should be enrolled in at least the Massachusetts Open University during the third year.

4. To expand and strengthen the Adult Education Program during the fourth year when the Massachusetts Open University should be in full swing and the Basic Adult Education Programs are in their beginning stages.

5. To develop the Massachusetts Adult Education System to the point where its control can be transferred from the Commission to a Board of Trustees or its equivalent by the end of the fourth year.

Results of pilot studies determine future action

The proposed budget may be considered frugal by those who believe that massive infusion of funds are necessary to achieve desired results in a comprehensive program in adult eduction. The writer does not subscribe to this philosophy. What is important, however, that sufficient funds be provided to insure maximum progress in the creation and development of the Massachusetts Adult Education System . The proposed budget is designed to accomplish this goal. The funds requested are necessary and sufficient to support the creation of an Adult Education System in a manner that is gradual in development, orderly in growth and sequentially positive in action. This proposed "educational first" for Massachusetts is financially attainable, educationally sound and economically desirable.

BIBLIOGRAPHY

Connolly, John and Sepe Thomas, Do Students Want Individualized Instruction? University of California at Los Angeles, 1972

DeWolf, Virginia and Lunneborg, Patricia, Descriptive Information On Over 35 Undergraduate Students, Washington University, Seattle: 1972

Edgar, David E., et al, Enchancement of Self-Concept , Research and Development Council, University of Florida, 1971

Education Commision of the States, Coordination or Chaos, Denver, Colorado, 1973

Follettie, Joseph, Alternative Designs for Educational Systems , United States Department Health, Education and Welfare, Washington, D.C., 1972

Frazier, Alexander, New Dimensions in Learning , ASCD, Washington, D.C., 1962

Giroux, R.F., et al; A Proposal to Establish A Community Demonstration Project for Disadvantaged Adults, St. Clair College, Windsor, Ontario, 1972

Gould, Samuel and Cross, Patricia K., Explorations in Non-Traditional Study, San Francisco: Jossey-Bass, 1972

Hampton, Peter J., Innovative Techniques in Teaching the Academically Disadvantaged , American Psychological Association, September 1972

Harshbarger, Mary, A University Reading and Skills Program for High Risk Students , Ball State University, Muncie, Indiana , 1972

Heine, Lucy and Rahaim, Betty, Prescriptive Education: Diagnosis and Implementation, Florida State University, 1973

Houle, Cyril O., The External Degree , San Francisco: Jossey-Bass, 1973

Jekell, Jerome and Johnson, Robert, Techniques to Learning, Mankato State College, Mankato, Minnesota, 1971

Judd, William, Learner Controlled CAI, Texas University, 1972

Nolfi, George J. et al., Strengthening the Alternative Post-Secondary Education System , University Consultants, Inc., Cambridge, Massachusetts, 1973

Rouesche, John E. and Kirk, Wade R., Catching Up: Remedial Education , San Francisco: Jossey-ass 1973

Seay, Donna M., A Model Program to Instruct Manpower Training Personnel, Manpower Administration, DOL, Washington, D.C., 1972

Taylor, Robert E., Perspectives on Career Education, United States Department Health, Education and Welfare, Washington, D.C., 1972

Thomas, Hollie B, Motivating Disadvantaged Students to Learn, Ohio State University, January, 1973

Olympus Research Corporation, Evaluation of Manpower Development and Training Skills Centers, Salt Lake City, 1971

Toronto Board of Education (ontario), Gifted Underachievers: A follow-up study of Four Types of Treatment, Ontario, 1963

Turk, Frederick and Rodgers, Mary, Analysis and Synthesis of Teaching Methods, District of Columbia Teachers College, Washington, D.C., 1970

United States Department of Commerce, Bureau of Census Statistical Abstract of United States, 1973

Valley, John R., Increasing the Options, Educational Testing Service, Princeton, New Jersey, 1972

Wee, David, Para-College, St. Olaf College, Northfield, Minnesota, 1972